SURVEY

MIDMONTHLY

Journal of Social Work

JANUARY 1938

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WORKING GIRL'S BUDGET

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So They Say

• Poetry is the most trodden upon art in this country.—EDGAR LEE MASTERS, *poet.*

• Marriage should almost be insisted upon as a requirement for a teaching license.—PROF. ALONZO F. MYERS, *New York University.*

• Public opinion in the United States will never be satisfied until Judge Lynch receives his death sentence.—SENATOR ROBERT F. WAGNER, *New York.*

• It is alarming to realize how many misinterpretations are possible when people are asked to read and write.—ROSEMARY REYNOLDS *in The Compass.*

• Science cannot smugly wave aside its responsibility for the world it has helped to make and the somber shadow of insecurity cast around the globe.—PROF. CHARLES E. MERRIAM, *University of Chicago.*

• A social security that claims to make everything safe for all through life would not be social security because it would ruin the chance of advance for society.—JAMES TRUSLOW ADAMS *in Barron's Weekly.*

• It may be significant to recall that never in our history has there been a turning back from obligations of the character of those appearing in the social security act.—ANNA M. ROSENBERG, *regional director, Social Security Board, New York.*

• Jumping to a conclusion, not knowing from what point one started or over what one has soared, conscious only of emphatic arrival, is one of the most exhilarating forms of mental gymnastics.—GEORGE E. VINCENT, PH.D., *to the Alumni Council, Amherst College.*

• The mass mind is not, perhaps cannot be a rational mind.—PROF. HARWOOD L. CHILDS, *Princeton University.*

• It is better to go without security than to sacrifice our intelligence and liberty.—THE REV. HARRY EMERSON FOSDICK, *New York.*

• Brushing the teeth is like buttering the baby's heel; it cannot do any harm and it may do some good.—PROF. EARNEST A. HOOTON, *Harvard University.*

• The world moves best by pervasive excellence in the whole texture of life, rather than by spectacular gestures of undisciplined visionaries.—ARTHUR E. MORGAN *in Antioch Notes.*

• If a college assumes that it has found the perfect answer to the baffling problems of the higher education, it is a sure sign of its decay.—DEAN HERBERT E. HAWKES, *Columbia University.*

• An idea is deathless, and if it does not find a fair chance for life in its established place it has a way of cropping up in other semi-respectable or non-respectable places where it has been recognized and welcomed.—ROLLO WALTER BROWN *in Harpers Magazine.*

• Government is becoming increasingly a matter of facts and figures, maps, graphs and mathematical formulas. Men must govern and be governed by their eyes and intelligence, not by their mouths and viscera.—READ BAIN, *Miami University, in American Sociological Review.*

• I decide, I do, me, right here . . . I am the law.—MAYOR FRANK HAGUE, *Jersey City.*

• I find that as an artist I prefer to do things well rather than to do people good.—ROBERT FROST *at the New School for Social Research.*

• i suppose the human race is doing the best it can but hells bells thats only an explanation its not an excuse—*archy the cockroach, per the late* DON MARQUIS.

• The greatest destroyer of ideals is he who believes in them so strongly that he cannot fit them to practical needs.—THURMAN ARNOLD *in The Folklore of Capitalism.*

• In the present state of medical knowledge, money now spent to support the sick would prevent their sickness.—DR. THOMAS PARRAN, *surgeon general, U.S. Public Health Service.*

• Oratory is the art of making pleasant sounds which cause the hearers to say "Yes, yes," in sympathy with the performer, without inquiring too closely exactly what he means.—SAM TUCKER, *columnist, Decatur Herald.*

• Social security is contrary to the laws of God and of nature and foils the challenge of ingenuity and ambition. We need insecurity to spur us to do our best.—THE REV. DOUGLAS BUCHANAN, *South Presbyterian Church, Yonkers, N. Y.*

• In essence the fight for the establishment of a national law for minimum wages and maximum hours is the same as the old slavery fight. The nation cannot continue to exist half sweat-shop and half decent-shop.—HENRY ELLENBOGEN, *member of Congress, New Jersey.*

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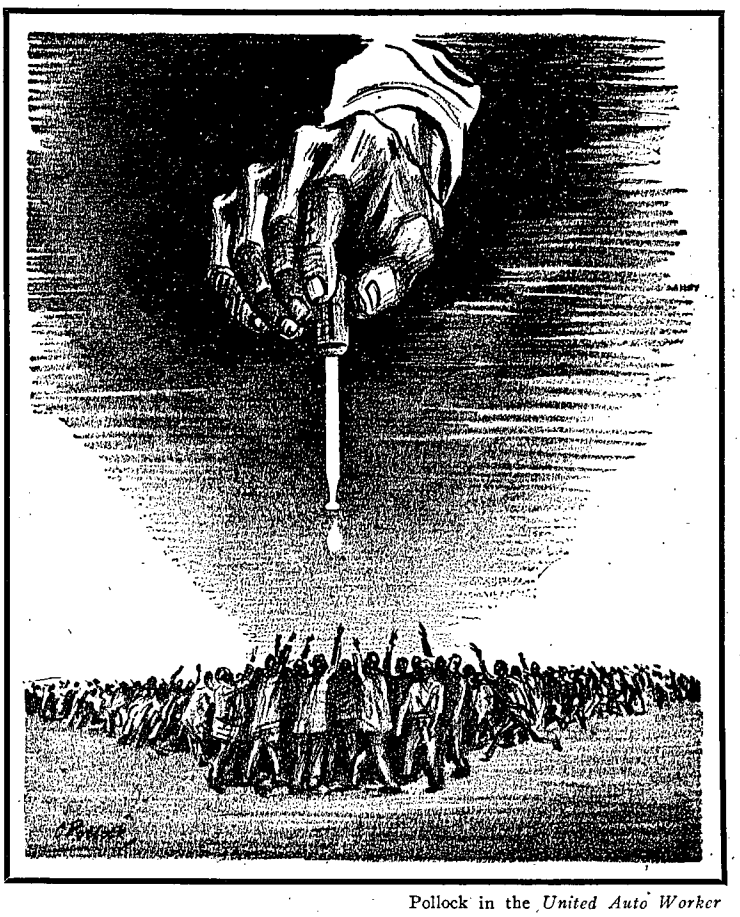
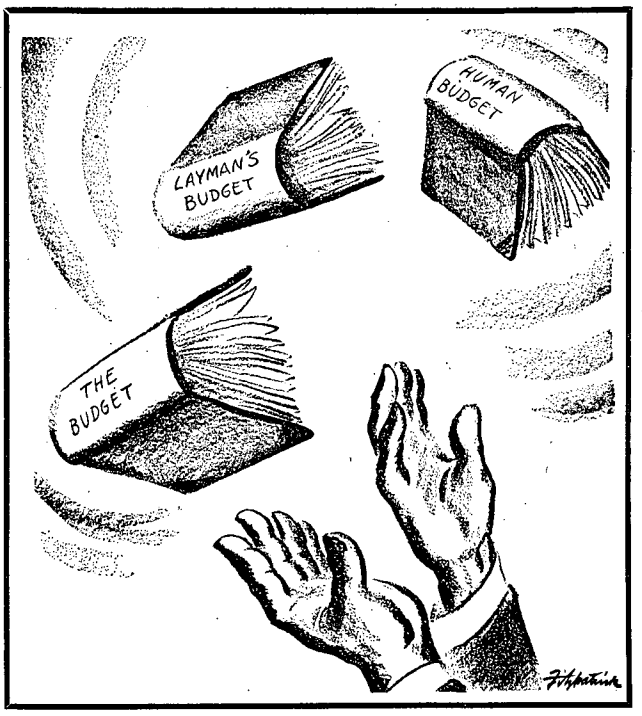


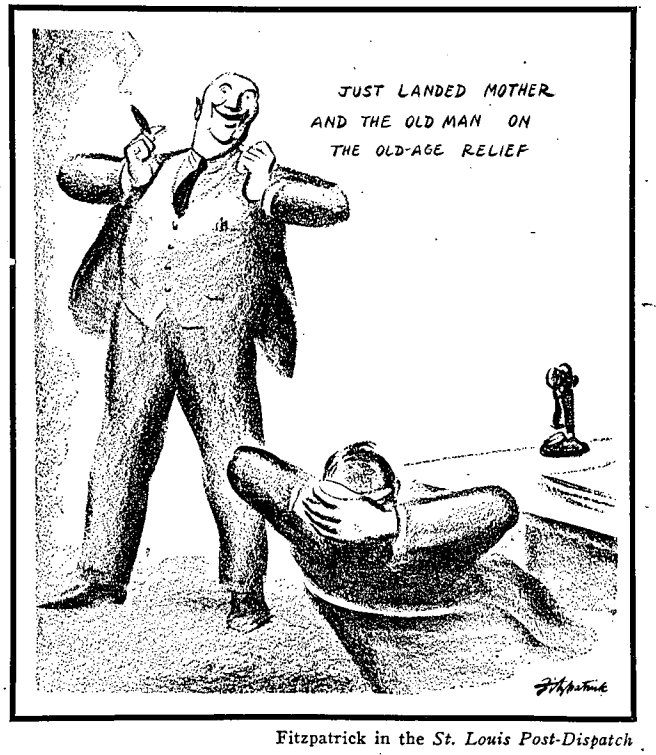
Pollock in the *United Auto Worker*

News Item: 5000 Extra WPA Jobs Allotted to Michigan



Fitzpatrick in the *St. Louis Post-Dispatch*

All of Them in the Air



Fitzpatrick in the *St. Louis Post-Dispatch*

Missouri's Modern Success Story

Carmack in the *Christian Science Monitor*

Wanted — More Security for the Social Security Funds

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SURVEY MIDMONTHLY

JANUARY 1938

VOL. LXXIV NO. 1

Working Girl's Budget

By BEULAH AMIDON

A NEW yardstick against which to check the adequacy of wage rates for women workers is now available. Measured against its careful figures, the "annual wage" of most American women workers will be found woefully lacking. For this budget study shows that, in New York State, a woman must earn $1058.31 annually if she lives as a member of a family, $1192.46 if she lives alone, in order to insure a standard "of adequate maintenance and the protection of health." Elmer F. Andrews, state industrial commissioner, comments:

That these figures are higher than the actual earnings of many women employed in New York State may shock a great many people who see them for the first time, but they should quickly realize that it is . . . the very existence of this situation which brought about such a demand for minimum wage. . . . All that these figures do is to illustrate graphically how much less than "enough for adequate maintenance" are the earnings of great numbers of women wage earners.

The figures are based on the first complete, state-wide analysis of the living costs of American women workers. It involved months of study and consultation with authorities on living standards, nutrition, housing, and so forth, followed by a state-wide pricing of goods and services accepted as essential. The purpose of the study was to supply information to the boards set up to fix minimum rates for women and minors under the state's new minimum wage law.

The New York law, enacted less than a year ago following the decision of the U.S. Supreme Court in the Washington case establishes three criteria which the wage board for each industry may take into account: the value of the services rendered; wages now being paid in the state; the cost of adequate maintenance and health protection, for a woman supporting herself in New York State.

The experience in the District of Columbia, California and other states under the older type of minimum wage law based on the cost of living, furnishes a dreary record of haggling and appeals to prejudice over the question of what constitutes "cost of living."

As Frieda Miller, director of the Division of Women in Industry and Minimum Wage, stated at a recent meeting called by the Consumers' League of New York:

Such a basis for wage determination seems like a distinctly backward step. Though wages paid in an industry and the practices of outstanding employers might be too narrow a basis for wage setting, they are at least objective, reportable data that can be . . . discussed as fact, not as emotion. Could not the new criterion of the law, this test of "adequate maintenance" be particularized in the same way? Could not some evidence based on disinterested research and objective tests of adequacy be brought before the boards?

Analyzing this possibility, Miss Miller and her associates decided that two steps were necessary in translating the act's statement of public policy into specific information for the use of minimum wage boards: first, to compile a list of goods and services representing "adequate maintenance"; second, to ascertain the price that would have to be paid for these items in typical New York communities.

BEFORE beginning to list the items, one major decision was made by the Labor Department: this minimum budget was not to be a "charity" budget, nor a "tide over" scheme. Rather, it must be so drawn that the wage earner who is to live on it will be adequately provided for, and that a minimum wage sufficient to cover the items included would not need to be supplemented "by the payment of public moneys for relief or other public assistance." As Miss Miller puts it, "self support must be possible under its terms."

Further, it was decided to work out the budget in annual figures, because, as Miss Miller realistically observes, "that is the only basis on which anyone can live." True, one fifty-second of that figure may take care of one week's expenses. But with the seasonal swings of trade and industry, the comparison between a pay envelope for a busy week and living costs for one fifty-second of a year would be meaningless in terms of establishing decent living standards.

Finally, it was early determined that the budget must take into account the group, the time and the place for which it was to be prepared.

Data already available showed that about 900,000 New York women wage earners are covered by the minimum wage law. Of these, 41.1 percent are engaged in clerical occupation, 30.5 in manufacturing and mechanical industries, 28.4 percent in service, communication, trade. The

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TOTAL ANNUAL BUDGET

	Living At Home	*Living in Furnished Room*
Food	$251.45	$378.53
Housing	235.31	238.85
Clothing	196.81	196.81
Clothing upkeep and personal care	46.21	48.40
Medical care	55.70	55.70
Insurance and savings	71.58	72.92
Leisure time activities	106.75	106.75
Other living essentials	94.50	94.50
Total	1058.31	1192.46

Minimum Annual Budget for a woman wage earner in New York State, based on a study by the State Department of Labor, Division of Women in Industry and Minimum Wage

THE WARDROBE THE BUDGET COVERS

Medium quality fur-trimmed coat, every third year
Wool spring coat, every other year
4 felt hats, two heavy, two light
8 dresses
- 2 cotton, for summer street wear
- 4 rayon, 3 fair quality, one inexpensive
- 1 wool dress, medium
- 1 rayon party dress

1 wool skirt
1 sweater, every other year
1 blouse
1 smock
Underwear
- 2 undervests (rayon)
- 3 knit rayon bloomers
- 2 panties, 1 rayon, 1 silk
- 4 slips, 3 rayon, 1 silk
- 2 corsets or girdles
- 3 brassieres

3 nightgowns, 1 cotton, 1 rayon, 1 cotton flannel
Flannel bathrobe (3 years)
Rayon kimona, every other year
Shoes
- 2 pairs of medium quality street shoes
- 1 pair medium quality dress shoes
- 1 pair evening slippers, every other year
- 1 pair inexpensive white shoes

Rubbers, Overshoes, House slippers — 1 pair each every other year
20 pairs medium silk stockings
Umbrella, every other year
Raincoat, every 3 years
3 pairs gloves, 1 leather, 2 fabric
3 handbags at $1 each (or fewer and better)
Handkerchiefs, $1.50

modal age is between 20 and 24, with 54.8 percent under 30, 74.8 percent under 40. Of these workers, 64.7 percent live in New York City, an additional 19 percent in cities of 25,000 or over. The wage earners covered by the law are thus predominantly a group of young city dwellers, the majority engaged in occupations where personal appearance is an important factor.

In laying out the study, the New York State Department of Labor had the assistance of Prof. Hazel Kyrk of the University of Chicago, as consultant, and advice and suggestions from many other experts. Various standard of living budgets were studied and analyzed. The staff of the Division of Women in Industry and Minimum Wage finally drew up a list of budget items, grouping goods and services under seven headings: housing; food; clothing, clothing upkeep and personal care; medical care; leisure time activities; insurance and savings; and "other living essentials."

Pricing was an entirely separate procedure. The field work was done by a staff of twenty-one which had had a week of special training by an expert from the U.S. Bureau of Labor Statistics, an agency which has made a special study of the construction of cost of living indices. The pricing of the budget items, for each of which exact specifications had been worked out, was completed in a six weeks' period, and all data were tabulated and weighted in the State Labor Department. Then two parallel budgets were constructed, one for women wage earners living alone in furnished rooms, one for those living in family groups.

Perhaps some details about how one part of the budget —the clothing section—was constructed will help make clear the method and the attitude of this study. In considering clothing standards, the budget makers had no scientific criteria of accuracy, as they had in the field of nutrition. Their starting point they defined thus: "The woman whose needs this clothing budget is to satisfy is a self-supporting member of a modern community, and must meet the standard of dress which is acceptable to the group of which she is a member." The factors of age grouping, occupational grouping and geographical grouping of the wage earners covered by the law were "given due weight in setting up the proposed budget."

Existing clothing budgets were studied and most of them discarded as guides. Clothing allowances set up by public relief agencies were found to be only "tide over" sums, usually for "the woman at home." Private agency budgets were often found to be drawn with no relationship to the actual expenditures of women wage earners. The National Industrial Conference Board, for example, allowed in its 1926 budget, six pairs of stockings a year for the woman wage earner, two pairs each of cotton, wool and silk; two cotton dresses, one wool ($6.29); one silk ($8.32); one coat ($14.90); cotton vests and bloomers, winter union suits, one sateen slip.

Three actual expenditure studies were found very helpful: budgets submitted in a contest arranged by the Bowery Savings Bank and the Exposition of Women's Arts and Industries, 1929; a study made by the Consumers' League of Cincinnati, 1930; a study made by the U.S. Bureau of Labor Statistics in Richmond, Va., 1932. The average annual clothing expenditure with prices adjusted to March 1937, was $206.40, representing between 20 and 30 per-

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cent of the incomes of the women participating in the studies. The annual cost of the clothing allowed in the New York budget is $196.81.

The budget wardrobe provides eight dresses, one of them a "rayon party dress." The report comments, "A party dress was specifically included as a necessary and reasonable part of a working girl's complete clothing budget." The matter of underwear was considered in relation to what women actually buy. "In the case of the panties and also the slips, the practice was followed of allowing one silk garment for dress-up wear."

Silk stockings loom as one of the major wardrobe essentials in the three expenditure studies, and the budget allowance is "minimum" not "generous."

An amount equal to 5 percent of the total clothing budget is added for "miscellaneous items"—scarfs, belts, costume jewelry, shoe laces, collars and cuffs, etc., held "essential in an adequate budget, some for practical reasons, others for equally important psychological reasons."

There is an allowance for sports clothes in the recreation budget—shoes, blouse, one pair of wool socks, three pairs of cotton socks, all to last two seasons; a swim suit and sneakers, considered good for three seasons; an annual bathing cap and shoes. The amount included for these items in the total year's budget is $6.35.

The idea of clothing upkeep and personal care was found to vary widely in the expenditure studies. In the Cincinnati $10-to-$15 wage group, the expenditure for this purpose was given as $17.15. Richmond clerical workers spent $52.29.

Since women workers living in furnished rooms and at home, do most of their own washing and ironing, no laundry allowance is included. Dry cleaning of coats once a year, dresses twice a year, evening dresses once a year, and one "extra cleaning," are covered. It is considered that shoes should have two half solings, six heel lifts, three tips, with a lump sum of $1 for both shoe polish and sewing supplies.

Holding to the standard of "a self-supporting member of a modern community," as well as the actual expenditures recorded by women wage earners, the budget makers allowed not only for the purchase of cosmetics and toilet articles but for one permanent wave every eight months; four shampoo-fingerwave-manicure combinations "for special occasions" during the year; six additional fingerwaves; eight haircuts.

The budget makers point out in their report on the clothing study, "The purpose of the proposed budget is not to advise individual working women how to spend their money or what clothes to buy, but rather to provide a reasonable basis for estimating the cost of adequate clothing for working women in general."

The Division of Women in Industry and Minimum Wage plans to keep the budget up to date. Revision more often than once a year is contemplated, to keep up with changes in standard and in price. The budget is already being used by the first board set up under the new law, the laundry board. Other boards will soon be using it in dealing with the wage problems of beauty parlors, candy factories, retail stores, restaurants.

In looking at this effort to substitute facts for emotion in the handling of industrial questions, many proponents of minimum wage legislation will join in Miss Miller's hope for the usefulness of a new tool, and the public's attitude toward it:

> Taken as a whole, it establishes a level which seems to people who have been active in the fields of housing, of dietetics, and so on, to provide adequate maintenance. That is what the minimum wage law asks the industry boards which are now to be set up to strive toward. May we hope that they and those who are interested in their accomplishment will take the effort we have made to give them a standard, as an impartial authoritative approach to adequacy, and ask them to address themselves to the question of how close they can come to that standard rather than to wrangle about the number of silk stockings or the price of a hat.

The Case of the Category

By RUTH A. LERRIGO

THOUGH the rhetorical roll of "categorical relief" may sound academic, actually these words are the live wire topic of today in social work. Not that the subject is new. In 1913 *The Survey* was publishing columns on certain aspects of it, featuring as discussants C. C. Carstens and the late Mary E. Richmond.

Always category relief, the special treatment of special groups, has been a fighting topic. It is no less so at present. At a meeting in New York last month, sponsored by *Social Work Today* and the Association of Workers in Public Relief Agencies, Local 9 of the State, County and Municipal Workers of America, more than five hundred people cared enough about categories to stay with them through a five-speaker program and to call for a postlude. Hugh R. Jackson of the State Charities Aid Association, outlined the legal situation in the state, with its ten special categories of dependency, which now include: home relief, medical care (institutional and in the home), institutional care for the aged and infirm, care for children away from their own homes (dependent, delinquent and neglected), burial relief, old age assistance, relief for the blind, veteran's relief, aid to dependent children in their own homes (under the boards of child welfare) and relief to the non-settled.

Harry L. Lurie, of the Council of Jewish Federations and Welfare Funds, pinned on the colors of the category system of relief and did battle in its defense. Joanna C. Colcord, of the charity organization department of the Russell Sage Foundation, announced her contribution simply as "Why I do not like category relief." Gordon Hamilton of the New York School of Social Work, more or less Olympian, saw something to be said on both sides, viewed the effect of it all on the client and added the diverting suggestion that everything would be much simpler if the client were allowed to choose his own category. Finally, Harry Levine, of the Emergency Relief Bureau, speaking from the "trade union point of view," called attention to opportunism, compromise and lack of any sense of social responsibility in the category system.

From the composite of discussions certain basic pros and cons, bearing upon today's problem, materialized. They all

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centered around the present urgency of choice between category and generalized relief, as states and cities are meeting the necessity of caring for their own "residual relief loads," beyond the limits of social security services and WPA employment. New York, like many other cities, is in process of effecting an administrative merger of its one-time emergency relief, social security services and long established department of welfare. Local public assistance, in such cases, faces the proposition, long discredited in arithmetic books, of "adding a dog, a cat and an apple" to produce one system which makes long range sense.

ALL the weight of opportunism favors the category over the general comprehensive relief plan. The potency of federal money for supplementation, in the social security services, argues for similar categories in local relief. History seems to support the general opinion among category "fans" that legislatures "can't add"; that they will appropriate money more readily for special groups than for general relief and that lump sum appropriation bills look more ominous than the same amounts broken down into special allocations. First steps up from the old almshouse and low standard poor relief came with the beginning of classification—which, Mr. Lurie pointed out, was the differentiation between the "worthy" and "unworthy poor." Special groups gradually were taken out of the "poorhouse" as progress came to poor relief. It follows, argue those who see the category as a facile and workable device for raising relief standards, that categories will develop eventually to care for what is now the "residual load." Categories arise with the need for them, they hold, citing unemployment relief as a case in point. Partly because the stigma tends to be less in category relief and no less because category relief traditionally is in cash, the clients themselves seem to prefer being comfortably categoried.

What assurance is there, ran the argument, that, if we drop these categories we will not lose such standards as they have propped up, and perhaps find ourselves back in old type poor relief? How do we know that a new plan of general relief will be adequate or will comprehend all groups, any more than do categories? The only legal basis for adequacy of relief in New York State is a phrase in the law specifying that it be "adequate insofar as public funds are available." In practice, one forum speaker reminded, general relief too often has been administered with a wary eye on aldermanic investigations and credit associations. "Let's not hazard the gains and the structure we have." A further compromise suggested to draw the sting of the category is the use of a central local unit of administration where clients, in their categories, all are handled by a single staff.

But the long-lookers view and point with alarm to dangers which they believe to be inherent in category relief. In her vigorous attack on the "compartmentalization of human beings," Miss Colcord contended first that category relief is undemocratic; that it creates classes of greater and less eligibility.

Directing attention to notable examples throughout the country, she with other opponents of the category showed it as an invitation to political manipulation by strong groups such as veterans and the aged. Coupled with this is the illogic of arbitrarily setting eligibility requirements according to more or less fortuitous disabilities, often without real social significance, instead of on the basis of need as related to resources. Such determination of who shall receive help and how much, without relation to need, is wasteful of funds.

Waste of time and services was charged up as a major debit to the account of category relief. So much time must be spent in establishing formal data such as settlement, citizenship, date of birth and so on, that workers with perennially overpowering case loads cannot give enough attention to the individual client. This point met with enthusiastic affirmation from the forum audience of social workers.

The effect upon workers' skills and job alignment, of a shiftover from category relief to a general case load, or vice versa, was raised. Must workers learn the skills needed in all types of relief work? If so, when and how would they be learned? To what extent are those skills essentially transferable, to what extent differentiated? It was Miss Hamilton's contention that they are nearly impossible to identify and that they cut across categories as well as develop within them, that the essential special skills may well be used for selected case loads within an administrative unit or within a category.

Attacking on the administrative side, Miss Colcord found category relief cumbersome. Putting funds and people into compartments is difficult and inevitably results in inequalities of money and available services within the same area. Furthermore this method makes auditing difficult. In order effectively to supervise social eligibility, auditors must have trained social work judgment.

From different angles the charge of social injustice was levelled at category relief by Miss Colcord and Mr. Levine. To Mr. Levine's assertion that it is opposed to the basic principle of social responsibility, Miss Colcord added the practical comment that it affords no comparable security for those who automatically are excluded from its various pigeonholes. In the rush of states to match federal social security funds, she said, little or nothing for general relief remains in many state treasuries.

A FEW points of agreement sifted out of the discussion. Viewed from all angles, the central unit for local administration, whether by categories or through generalized relief, was looked on with favor—though it was queried whether a completely unified local administration could still be called category relief. It was agreed that there is far too much present concern with eligibility requirements having no real social significance, and, with unanimity, that administrative procedures must be simplified. Finally, in whatever direction or by whatever method it is effected, change must be gradual, both in the learning of new skills by workers and in administrative procedures.

Called on to outline a nation-wide non-categorical program of public assistance Miss Colcord's reply was, in substance:

A federal Department of Social Welfare dealing with state departments of public welfare on all relief fronts.

Federal funds for grants-in-aid to states on an equalization basis for all forms of relief and for administration.

A federal Department of Public Works entirely divorced from administration of relief.

Eligibility for employment on public works not based on establishment of need. Wages to be full time at going wage rates.

Work relief programs of state and local relief agencies, either to pay no wages (therapeutic, vocational training, self-help cooperatives) or if wages are paid, to adjust earnings on the basis of budgetary deficiency.

A special plan for relief to non-residents, so that (a) rights

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of individuals to move freely from state to state will not be interfered with (b) substantially the same relief standards for non-residents will prevail throughout the country (c) expenditure from local funds for non-residents will either be cancelled out through a centralized clearing house system, with inequalities reimbursed from federal grants, or the whole expense of relief to non-residents be transferred to federal funds through 100 percent reimbursement.

Administration of all forms of relief to be local, with state supervision.

State grants to localities to be on an equalization basis.

Local departments of public welfare to be free to set up on a generalized basis or to departmentalize if they see fit.

All assistance to be granted on a budgetary deficiency basis, with the family as the unit. Considerations of residence and citizenship, should no longer have bearing on eligibility. Considerations of race, family composition, age, physical condition, occupation and employment, while entering into determination of the amount of relief given, should have no bearing on eligibility.

A Parole Officer's Day

By CHARLES J. DUTTON

Senior Parole Agent, District No. 6, Pennsylvania Department of Justice

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THE bell shrilled. In the dim dawn, only half awake, I reached for the telephone. If one is a senior parole agent, with almost seven thousand square miles of territory to cover, the telephone is close to the bed.

Answering my sleepy "hullo" an excited voice asked, "Can I get married today?" It was a proper question for a paroled man to ask, for a rule, strictly enforced, is that no parolee may marry without permission from his supervisor and a health certificate from both parties to the marriage. But surely, I told him, this could wait till after breakfast.

By eight I was at the office, pausing as always for a look out the window. Far away was the lake, blue under the morning sun; in the distance the faint, narrow line of the Canadian shore. That view is soothing and steadying, as more than one nervous man on parole has discovered.

As I turned away the door opened to the would-be bridegroom and his girl.

Our files contain detailed information on some 600 persons on parole in my district, information on the family backgrounds, their crimes, their prison records and psychological and mental tests. In this case it was not necessary to consult the files. I knew this parolee.

Eighty-four percent of all men on parole go straight. This man was one of that great majority. His crime had not been serious: too many drinks, a car taken for a joy ride, an accident. But the judge had given him six years. His mental age was about thirteen—the average of those on parole—his emotional background a little unstable. But he had a job, had behaved himself, and it was with pride that he handed me the health certificates.

I asked him a few questions. Where was he going to live? No parolee may live at a place not approved by the agent. He would stay with his mother. How much was he making? Fifteen dollars a week, and the girl was making ten. I wished them luck and was sorry I couldn't go to the wedding.

Five minutes later came my second visitor who swaggered up to the desk and slapped down a blue card, his arrival notice. Every man released on parole must report either by mail or personally within twenty-four hours after leaving the prison. Appearance in person is necessary for those who live in the city.

I remembered this man's record from the investigation required before parole. He was a gangster, behind him a series of crimes and a poor record generally. His appearance and manner were slick and arrogant.

Fully 90 percent of the men on parole are pretty pathetic figures. Their crimes usually were the result of an emotional upheaval, some weakness of will that made trouble inevitable. But there are others who must be reminded instantly that you represent the law.

I looked at the blue card without picking it up. The man had been out of prison for five days. He should have reported within twenty-four hours.

"Pick up that card and hand it to me."

He stiffened, reached for the card and handed it to me. I lighted a cigarette and gave him one. Asked why he had not reported within the proper time, he offered a flimsy excuse. I told him that parole rules were to be obeyed; that we were square with the parolees and expected squareness from them. I went over the rules with him line by line. There would be trouble with this man, and soon, of that I was morally certain.

THE mail had come, a lot of it, and another caller. Picking up the letters, I greeted the man and took him into the inside office.

Not young this time, about sixty-five, nervous, cringing a little, with the marks of a long term in prison. A bewildered man, startled when I gave him a cigar and asked his name.

He had been in prison for thirty-eight years. A sex crime. I rang for his file. Everything was wrong with this man, including his sentence. He had needed hospitalization, not prison. I was gravely doubtful if even now he should be walking the streets.

We talked. I could not allow him to live with his sister, who had two children in her home. His crime had been with small children. Residence settled, we went over the rules. He would be on parole for fifteen years.

Leaving he hesitated, and asked, "Can I look out the window? It's thirty-eight years since I saw the town." From the thirteenth floor we looked over the city and the blue lake to the far Canadian shore.

The mail was heavy. The usual report cards, letters from parolees in trouble. Each one would have to be investigated. From the State Board of Pardons were four cases to be investigated. That meant days of digging—inquiry into the crime, the family, education, environment, everything one could learn. Here also were seven pre-parole investigations—inquiries into family, the sponsor, the work the man would do. And three investigations for other states. We supervise parolees of other states. Here was a request from California. Would I accept for parole (his mother had written that I would) a youth now in Folsom Prison? I knew what the request meant and I had heard of the

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man—heard too much. A bad record, sexual delinquency, irresponsibility. I dictated that answer first. I would not accept him as a parolee. There was no reason why I should. His family had never lived in this state, and we had no obligation whatever toward him. Let California keep her tough boy. We had plenty of our own.

All morning, between telephone calls, a stream of visitors. Mostly people in trouble. Parolees reporting, friends pleading, even a clergyman urging that I rescind my decision to send Jim back to prison. Jim, he said, was "a little wild," but all he needed was a chance. Jim had had a dozen chances. His latest escapade was robbery with a gun. The discussion ended when I sent for the boy's record and read some of its sultry passages.

A parolee for whom I had sent, arrived. I told him I knew he had been keeping late hours, frequenting cheap drinking places. Reminded him of the rules, frightened him a little. The violations were not serious enough to put in the record but he would have to be watched.

THEN came the necessity to make a decision in the case of Harold. Parole has two objectives: to enable the man to rehabilitate himself; to protect society. In other words, we parole officers are supposed always to be one jump ahead of any crime a parolee might commit. Harold had persistently violated his parole. Lately he even had boasted that he could do as he pleased. I went through the police report, noted his associates, his general behavior. His psychological report was far from good: quick tempered, untruthful, emotionally unstable, intelligence rating eleven and a half years. If he continued he might commit a new and more serious crime. Stepping to the telephone I called up the police chief of a distant city. Told him to arrest this man for parole violations. I would keep him in jail for a week. It might give him pause.

There was a curious ending to that case. Harold was arrested but because the jail was full was put in the women's section. He simply walked out and disappeared. Followed in close succession an attempted and near murder, kidnapping, the robbery of four banks, a chase which covered the nation. In the end the judge gave him this odd sentence, "ninety-nine years and life." I shall always think that if the police had kept him behind the bars for a week the story might have been different.

By eleven the mail had been handled. There was just time to hurry to court. There was no doubt that this parolee had violated the rules. On his second night out of prison he had wandered into a saloon, had drunk more than he should. In the midst of an argument the owner called him a "jail bird." Furious, drunk, the parolee had swept all the bottles to the floor. Damage, $110.

In court some one offered to pay for the damage and the costs. That was well enough, but he had violated his parole; the papers had reported the incident with headlines, Paroled Man Goes On Rampage. I could send him back to prison but if I did, after only two days out of prison, he would have to serve the remainder of his term, six years. I allowed his friend to settle the damages, then took him over to the office to talk it over. I did not send him back. Perhaps I was wrong, but so far he has gone straight.

It was one o'clock and I was to speak to the Rotary Club. I faced 150 men. When I ended, up jumped a business man to refute me. Parole was a menace, it coddled criminals, most crime was committed by paroled men, parole was costly and sentimental.

I had some figures for him, that out of some three hundred thousand major crimes of the previous year, only 2 percent had been committed by paroled prisoners. In our state 84 percent of the paroled men never got into further trouble. As for cost, in our state it was $650 a year to keep a man in prison; around $39 to supervise him on parole.

Then another rose to his feet, not to ask a questions, but to make a speech. Most crime is committed by persons of low intelligence. It is a sad fact, he said, "that children lead all groups in law violation."

He was wrong. Intelligence tests show the mental age of the so-called criminal as almost fourteen, higher than the average for the nation as shown by the army tests. Warden Lawes declares that the inmates of Sing Sing have a higher I.Q. than the prison guards. The real trouble is low emotional stability. As for children committing crime, the average age of the men in our prisons is around twenty-three.

It was after two when I got back to the office. More mail, more reports, more people. If I was to drive fifty miles and make half a dozen investigations, I needed to hurry.

Every man on parole in my district is visited once a month by me or by one of my two assistants. We also make each month about thirty investigations of applications for parole and ten applications for pardons. We drive over four thousand miles a month, often work until after midnight. In theory we carry guns and gas pistols but most of the time I never can find mine. I have never needed them.

My first call was on an old lady whose boy would be out of prison in a week. He never, she said, had been "really bad, just a little wild." Showed me his picture as a chubby-faced youngster. I did not tell her that his rogues' gallery picture was in my office. His record was pretty bad but there was a chance for him.

A SECOND call, a routine monthly call. This was an uneducated Italian, one of my best men. Oh yes, he had committed a murder, in a frightened frenzy. Curiously enough the best men we have on parole are those who have committed murder. As a rule they never repeat, omitting gangsters of course, and the occasional professional criminal. My Italian once walked forty miles in order to report on the proper date. I was always an honored guest in this house, poor as it was, with every problem of the family discussed in full detail.

No man is granted a parole until he has a sponsor. We always investigate the sponsor and if we are not satisfied with his character and responsibility, reject him. Also the parolee must have a job. The sponsor I was now to see had offered work to a man shortly to come out of prison.

One look around the dirty cluttered junk shop told me that this sponsor never would do. He told me that he would pay the man $7 a week; finally admitted that he himself was on relief, and told a hesitating story about his interest in the proposed parolee. A visit to the police revealed the fact that the would-be sponsor had a record of his own. The man in prison would have to find a new and better sponsor.

It was dark now, and raining, but two routine calls remained. A drive over narrow, winding roads to a lonely farm with no one at home but a tired woman. Her son, she said, had gone to town to the movies, but he was a good boy and was behaving himself. They always say that. More often than not it is true.

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The last call; the parolee wanted to go to Detroit to visit his brother. Might he drive a car? We had to talk it over. His record was good and after seeing the letter from his brother I gave him permission to get a driving license and to leave the state for a week.

Home at 11:30, but with the office only two blocks away I had to know what had happened in my absence. A lot can happen in an afternoon and frequently does. On the desk was a memo: "Call the police station." I knew that spelled trouble and it did. A parolee had stolen a car, held up the owner with a gun. That meant but one thing, he would have to stand trial. If found guilty he first would serve his parole sentence before starting the new court sentence. Guilty or not on this new count, I would have to return him to prison. No parolee may carry a gun, ever.

It was after one when I entered my own home. A lunch was on the table. With the dog beside me, the paper propped before me, I ate and read. There was an editorial, Parole Is a Menace. I smiled a little as I read.

Came the sharp ring of the telephone. "Long Distance," said the operator. I groaned to myself. Somewhere in my 7000 square miles of territory was trouble. I was right. The police chief of a large steel city informed me that a parolee had stolen a locomotive. Yes, a locomotive. Yes, the man was in jail. OK, I'll be over in the morning.

As I looked down at the dog our eyes met and we both yawned. I was tired. I scowled at the telephone and tumbled into bed. Tomorrow would be another day.

Old Folks Go Union

By SELDEN C. MENEFEE

Department of Sociology, University of Washington

"Dear sir my husband is 82 years old and I am 77 we are getting $17.50 each pension, all we can do is eat and scarcely anything for clothes . . . we would like to join the pension union if you will let us know just what to do. Thank you."

HUNDREDS of letters like this have been mailed during the past few months in response to nightly radio broadcasts by Howard Costigan, executive secretary of the Washington Commonwealth Federation, a coalition of liberal groups. They presage a new pension movement that may sweep the country.

Early in July, Mr. Costigan casually remarked over the radio that the old folks ought to do something right here and now about their pension needs. He suggested that a union type of organization, with grievance committees to bargain collectively with the state and local authorities, would produce immediate results while the oldsters were educating the public to establish more liberal pension provisions by law. The flood of letters which descended upon the radio station amazed everyone.

The time certainly was ripe for such a movement. The Townsend organization, with its internal dissension, its fantastic economics and its lack of results, was losing its strength and its members. Many oldsters, trained to think in terms of $200 a month pensions as the panacea for all our economic ills, were becoming disillusioned and embittered. The anti-labor and at times even fascistic tendencies in the Townsend movement produced a frame of mind that might have been dangerous if more young people had been in the Townsend clubs.

Small wonder, then, that hundreds of the old people in the Northwest rose to the union idea as "what we've been waiting for." In July, the pension union idea brought 1200 persons together at a mass meeting in Seattle to form the first local. By October, 102 locals of the "union" had been formed in twenty of the state's thirty-nine counties.

In Washington, the county boards of commissioners have charge of local policies under the social security act. The county commissioners of King, Thurston, Pierce and Whatcom Counties soon recognized joint grievance committees, made up of one delegate from each neighborhood union, as the official bargaining agents of all old people seeking increased assistance allowance. The chairman of the King County grievance committee, seventy-four-year-old Felix Harris of Seattle, had been dropped from the assistance rolls. His case was the first taken up. A major victory came in September, when all single persons and persons without financial resources were guaranteed $30 a month by the commissioners.

The modest office of the secretary, Roy Everett, in the Thompson Building, Seattle, has become a whirlwind of activity. Inquiries have come from Oregon, California and Idaho and proposals that this should be a national organization with Townsendites, former Townsendites and anti-Townsendites working together for immediate common objectives. Through the Washington Commonwealth Federation, the old people's isolation from labor and other progressive groups is being broken down.

Certainly public opinion is with the old people in this venture. According to the poll of the American Institute of Public Opinion 89 percent of the people last year favored government pensions for the aged, although less than 4 percent favored the $200 a month proposed by the Townsend Plan. The amount thought desirable averaged $40 a month.

Washington spends more per capita on welfare services than any state in the union. Yet even here public assistance to the aged is woefully inadequate. A state law sets $30 as the amount to be paid to all over sixty-five. But for lack of funds and for other reasons, many do not receive this amount. They get only what investigators for the State Department of Social Security think they must have. The old people resent this policy.

The Townsend movement made the old folks and their juniors conscious of a right to claim security in their old age after a lifetime of useful work. Typical of hundreds of letters received by the pension union headquarters, are the three following:

We are pioneers of Washington, arriving in the state dur-

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ing the nineties of the last century, and locating at North Yakima, and we have lived in Yakima, Pierce, King and Kitsap Counties. Our ages are seventy-five and seventy-three this year. We do not own a home, land, stocks or bonds, or other income paying property. My present income is a pension of $12 per month. . . .

I have been a restaurant operator for thirty years, also born in this state, long before it was a state—picked wild blackberries in brush at Second and Yesler Streets sixty-three years ago. I am one of Seattle's oldest pioneers now at the age of sixty-seven years. Through sickness of myself and wife the past four years we are down and out—the past year my wife has been in bed for six months of the time—I had a mental and nervous breakdown some seven years ago and had slight stroke which partially paralyzed my legs, which prevents me from walking very much. I tell you this much of my life's story to justify my grievance against the state of Washington's present political set-up—which actually scorns its old and needy—I refer to our old age pensions which is $40 for the two of us, $20 each which is wholly inadequate as you and everyone knows—if I did not have good credit we would be in a very sad plight—when I pay my bills on receipt of our pension checks, there is nothing left—we must go through the month without a dime in our purses, not a cent to buy a pair of socks or shirt—cannot buy any clothing at all. . . . You are to be greatly commended for your endeavors to better conditions —we want to join the old age pension union but unfortunately we are unable to attend the meetings—but I suppose some of the committee people will call on us—we would be so happy to see them. . . .

. . . We do not go out much of an evening as my husband is seventy-six and has poor health and I am seventy-two yrs. of age. What chances is there to join the union. We are not getting any pensions. I was, had mine nine months but we got married in April so they stopped my pension. He had not got any pension but had put in an application for one. So of course we are interested in the old age pension union and would like to hear more about it.

So it is that old folk by the thousand are taking to the union idea. It offers them new hope for adjustment of grievances and higher allowances here and now. The state of Washington has always been fertile soil for reform movements. The Townsend crusade reached huge proportions here, but the pension union has broken all records for rapid growth.

The relation of the pension unions to the Washington Commonwealth Federation—a powerful non-partisan political coalition of progressives—is a tremendous aid in the drive for more adequate assistance. The WCF has been growing steadily in influence and numbers since its last two successful political campaigns. It functions in many areas. For example, one whole section of the city has been rallied to the WCF by a campaign for a viaduct over a dangerous railroad grade crossing in the district. A thousand apartment house tenants attended a mass meeting called by the WCF Women's League in Seattle, and formed a Renters' League to prevent rents from rising for the third time within a year. The WCF joined with labor, religious and pacifist groups in calling a mass meeting to advocate the application of the Nine Power Pact in the Chinese situation. The WCF is trying to consolidate all this active interest, together with its increasing labor following, into a broad people's movement.

The vigor of the pension union movement is a source of worry to some of the officials of the Department of Social Security. Its demands are often exasperating and time consuming, and take no account of other claims on the department. But many social workers welcome this sort of pressure as making for needed increases in old age allowances.

Cousins Indeed

By BLANCHE HALBERT

KNOCK, knock.

"Who's there?"

"Slum-House."

"Slum-House who?"

"Slum-House-From-the-Country, your poor cousin."

"Don't come around here, country cousin, I can't help you. I'm a city slum-house. I'm worse off than you are."

"Yes? Says who?"

"Says everybody. Don't you read the papers? They're full of things about me—slum clearance, rebuilding the slums, new housing on slum sites. Everybody's talking about me. Slums are city doings, country coz. Your people don't jam together on a few square feet of dirt. They don't live in layers."

"My dear city cousin, that shows how little you know about it. There are slums aplenty in the country, too. You're better known simply because more people see you. With thousands of you in one spot, you're pretty hot stuff —your families living on top of each other, your broken windows, your dirty garbage cans, your battered plaster. You have high visibility. But I and my kind are out in the dust bowl, in the cut-over areas, up in the hill country. There are as many of us as there are of you, but not so many people see us—our sagging, leaky roofs, our propped up piers, our paneless windows, our loose siding, our broken steps."

"You surely make it a red hot picture, country coz. And very blue too. But remember you've got plenty of air to breathe and no tall buildings to shut off the light and sun. My family has to burn electric lights all day and when it comes to air, whew! Often three people live in each of my rooms, and it's no wonder somebody is sick all winter. And another thing, you don't have to worry about land coverage. I cover 90 percent of my land, which is my idea of nothing to brag about. My tenement brothers are bang up against me, smoke and dirt blast my sides and the elevated trains shiver my timbers. My dear, you don't know how lucky you are with good air to breathe and the quiet and peace of the country."

"Oh, yeah? Maybe, if it's peace to be hungry and cold and have no money in our pockets. We've got plenty of land but mighty few windows to see it through. The man who did my job must have been a builder of farm silos, and when he put on siding he put on siding. He couldn't be bothered with windows. Oh sure, we get air—summer and winter too—through the cracks. As for sunshine in the

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house, the Mammoth Cave fishes do as well as my family.

"When someone in your family is sick, city coz, he can go to a hospital, but our nearest hospital is seventy miles away in another county. Even if our county should build a hospital it could never afford to run it. Lots of our families live twenty miles or more from the nearest doctor, and the likes of us can't afford doctors anyway. Did you know that the American Foundation says that in one of our proud forty-eight states a third of the people die without consulting a doctor even in their fatal illnesses?

"As for electricity, we don't have any, and the water, after it's been hauled up by hand, often has to be carried more than a thousand feet from the well to the house. So what with carrying it and lifting it on and off a stove to heat it, my family doesn't bathe much. Who would under such circumstances? I bet you didn't know that in 1930 only 15 percent of all the farms in this country had piped-in water, and only 13 percent had electricity. Some states had less than 2 percent of these conveniences that you city folks take for granted."

"MY goodness, Country-Slum-House, in 1930 there were more than six million farms, and 15 percent would be only 900,000 with piped-in water. I apologize, you're a sick old bird."

"Sick? You're telling me? Boy, I'm dead. I died long ago. Talk about old age pensions. I need a burial. And I'll tell you another thing that Mr. United States Census told me. In 1930, the average value of sharecroppers' houses the country over was only $283, and I'll bet it's a lot less than that now, for none of our crowd has been repaired these past five years. And Mr. Census says that there are about 776,000 of these cropper dwellings. What's more, they tell me that in 1930 the median value (whatever that is; I'll bet it's nothing good) of all tenant-houses was less than $500. There were a lot more than two million of them then, and there are still more now."

"You don't contribute much to our national wealth, do you Country-Slum-House? Well, neither do I. But now let me tell you some things. In one big city I know, a certain slum area, where 10 percent of the population lives, costs every man, woman and child in the city $27 apiece each year in crime, juvenile delinquency, hospitals, fires and family welfare services. Other areas of that same city aren't a seventh as costly to the general population.

"The fact is that our neighborhoods are all in the red. How did we get that way? It's easy to answer. The cities were not planned, and where families had to live close to their work, land was costly. Our people can't pay much rent, so this costly land had to be crowded with cheaply built houses. Slums grew and grew, and the older we houses get the worse we are. When owners decide to build better houses and charge more rent, the old families have to clear out. My own family—like thousands of others—can't possibly pay more than $20 a month rent and even that is more than half its income. Plenty of families in cities have no more than $500 a year. Even in that glorious year of 1929 more than a fifth of the families in the United States had less than $1000."

"So in your estimation, city coz, it's a matter of economics?"

"It's just that. We're in a fix and we can't get out of it by ourselves. You see, the way our cities grew there are a lot of blighted areas and. . . ."

"Blighted areas, blighted areas! You should see the blighted areas in the country. We slum-houses are scattered over land so poor that it can never yield a decent living. On the millions of acres of cut-over timberlands our families, year after year, eke out a bare existence. I've heard say this land is good only for forestry and should be replanted. Well, why not? Certainly the poor farmers can't grub a living out of it, though they never give up trying—hoping that next year will be better. Then there are the dry areas, and rocky, unfertile hillsides, where a farmer is licked before he starts. Overgrazing and wind erosion have ruined much of this land—the topsoil has simply blown away. Overgrazing causes floods, too, you know. How can you expect families on such land—submarginal they call it—ever to make a living?

"My master is a sharecropper, and as far as I can see he will always be a sharecropper. He roams about from place to place, like thousands of tenant farmers, never really getting a start. His lease is usually for only one year and he is likely to have to move on whether he wants to or not. What can they hope for, these sharecroppers, many of them with as little as $200 cash income a year? Yes, I'm still talking housing.

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"Listen, city coz, about a million of us farmhouses in this country have been dead for years, yet we drag on and on, trying to shelter our families. You in the city have a law that condemns you, that says when you are unfit to live in. Then you are supposed to be torn down. But nobody condemns me when I am worn out. Maybe my family leaves me, but I still stand there, getting worse and worse. When a new flock of farmers comes along—as has happened these past five years, when more than a million people left the cities for the open country—we old, dead-on-our-feet slum-houses have to go to work again. And you know as well as I do what happens to a slum-house when it stands vacant."

"YOU win, country coz. I guess we're both bad off. But at least you're not bothered with dirty neighbors. You can sit in your own yard. I and my kind not only start diseases, but we live so close to each other that we can't help but spread them. And another thing, our condemnation laws don't always work. Believe me, we go on long years after we've been condemned."

"All right, but remember that Washington is fixing to help you out with that big, new United States Housing Authority. But as for me, nobody cares."

"Yes, your troubles are a little different, for you are a part of a farming enterprise. To improve the house is to improve the whole enterprise. Seems to me that maybe that's what should be done. It looks as though what you need is better land, better leasing conditions, better prices, or maybe crop control. Who am I to say? But I do know that this United States Housing Authority is only a start on housing. There's a lot more to do for both of us."

"Well, what do you suggest that we do about it ourselves?"

"Country-Slum-House, I'm sure of one thing. It won't help just to tell each other our troubles. We both must talk louder and harder so that more people hear us. I honestly believe that the American people care about this business of housing and that if they knew the real story of the fix we're in they'd do something about it. Every man, woman and child wants a decent home, and I don't believe that many of those who have decent homes will begrudge them to the others."

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III—The Necessary Executive

By CLARENCE KING

New York School of Social Work

A FEW weeks after his appointment the new executive of a community chest proposed to his board that during the financial campaign the names of contributors and the amounts they contributed should be published in the local newspaper. This was contrary to precedent and the proposal met with flat opposition. Not wanting to have a vote against him appear on the record the executive asked that the matter be postponed, though he held to his original opinion that the campaign goal could not be reached without publication of gifts. For six weeks, at each meeting of the board before the campaign opened, the question of publication appeared at the end of the agenda and was brought up just before adjournment with the executive commenting on the experience of other cities in this regard. Week after week it was discussed briefly and with accumulating interest, but never did the executive press for a vote. Then came a day when two of the strongest opponents to publication were absent and it was clear that if a ballot were taken the proposal would go through by a single vote. But again the executive did not press the matter.

At the next meeting, the last before the campaign, the entire board was present. The vote could be postponed no longer. It was taken and the proposal to publish the list of gifts was lost eight to seven. The campaign proceeded. When it was nearly over it became apparent that it would not reach its goal. At a special meeting of the board, called to consider emergency measures, the executive again proposed a qualified publication of gifts. The chairman asked bluntly: "What you really want us to do is to reverse our former decision?" "Exactly that," replied the executive, "although it may now be too late." At this point, a member who, from the start, had opposed publication, harangued his colleagues. "You wouldn't call in a doctor and not take his advice and yet here we've sent off for an expert and then refuse to do what he tells us." The board thought it over and then by unanimous vote agreed to publication.

The campaign immediately took a spurt with earlier contributions increased and new ones at a higher level. At the beginning of the next campaign season the board, without any suggestion from the executive, authorized publication of gifts.

But should the board accept an experienced executive's advice as a patient would a doctor's prescription? An executive once said in advising a younger associate: "Remember it is *their* town." These board members believed that their town would react unfavorably to the publication of names and amounts. They were surprised to find that the only serious objections came from persons whose gifts, through some oversight, were not published. However, since they believed that they knew their own community better than an outsider, be he ever so experienced in other cities, it was not for the executive to manipulate them into a "right" decision by a narrow majority. It was their responsibility, not his.

There is no sound basis for the view, frequently held by tender-minded folk, that the executive must "always be right" and that, like the British prime minister, he must resign the moment he ceases to command a majority. It may not be good for the executive to have the board "get into the habit of voting him down," but it would be worse for the agency if the board felt that it never could do so.

MOST of the issues between board and executive are, if viewed unemotionally, issues of expediency rather than of principle, and usually can be resolved by frank objective discussion. However there may be issues on which the executive feels that his personal integrity requires him to resign. For example, a board of public welfare directed its commissioner to take no position before the public in reference to a bill on a controversial subject pending in the state legislature. The board believed that the community was so divided emotionally on the subject, that if the commissioner spoke for the bill it would seriously affect the prestige of the department with a large section of the public. They also feared the assumption that the commissioner represented the position of the board, whereas a majority of its members were opposed to the bill. Believing firmly that the bill should pass and feeling that his freedom of speech as a citizen was being curtailed unreasonably, the commissioner resigned in order to be free to campaign for the measure. In such a situation it should be possible for both board and executive to disagree frankly without severing relations, for the board to take a stand against the measure if it so wished and for the executive to state publicly that he favored the measure while his board opposed it.

There is one situation, not uncommon, in which a vote overruling the executive is generally taken as tantamount to dismissal. This is when a member of the staff, dismissed by the executive, appeals to the board and is reinstated. The best authorities agree that good organization procedure should provide for such an appeal, but in most instances a board vote to reinstate the discharged employe would be equivalent to repudiation of the judgment and authority of the executive. This does not always follow in a large organization where the executive must act on the information of others, and where the reinstated employe may be transferred to quite different and happier relationships within the same agency. But in a small organization with close day-to-day staff contacts, the emotional strain between the executive and the reinstated employe would probably be too great to permit proper working relationships.

The choice of a qualified executive is probably the most

SURVEY MIDMONTHLY *is indebted to Harper & Bros. as well as to the author for the privilege of offering to its readers a series of four articles of which this is the third, drawn from Mr. King's book, Social Agency Boards and How to Serve on Them, to be published early this year. Coming next month, Community Roots.*

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difficult task any board can be called upon to face. The qualities which an ideal executive should possess, if he is to be an administrator in the largest sense of the term and a wise leader of both staff and board, are so various that seldom will they all be found in one human being. A committee of social work executives attempted to list the qualities which any executive should possess. After weeks of deliberation an incomplete list stood as follows:

Ability to interpret the work to the public
Ability to inspire, stimulate and build the morale of his staff
Special knowledge of at least one phase of the office work (perhaps public relations)
Social-mindedness, i.e. awareness of the major objectives of social work
Self-confidence, coupled with humble-mindedness in the areas in which he lacks competence
Capacity and enthusiasm for mental growth
Capacity for group leadership
Ability to take decisive action, to get things done; practicality
Initiative and originality
Ability to accept criticism profitably
Tact
Stability and constancy, i.e. possessing "iron"; not vacillating, but not unyielding because feeling insecure
Keen appreciation of the value of skilled social work
Objectivity, fairness, lack of prejudice, ability to inspire confidence
Ability to delegate work
Pleasing manner, charm, ability to verbalize, easy facility in meeting people, liking for people
Ability to write clearly and fluently
Good emotional adjustment

At this point the committee abandoned the attempt as absurd, agreeing that they really were "writing specifications for an archangel."

The experience of many boards shows rather clearly defined approaches to the business of choosing an executive. A board will know that it can't get everything and it will weigh the qualities which are indispensable to promote the particular work at the particular time and seek the man who embodies them. For example, a board recently organized to establish a new training school for the mentally handicapped in a state which had been slow to provide such care, decided that its ideal executive should be first of all an experienced educator, a capable psychiatrist and an expert in public relations. Other qualifications were rated as subordinate to these three. But combing the country, the board could find no one man equipped in all three of these capacities. Believing that at the start of the enterprise interpretation to state officials and legislators was of preeminent importance, it chose an educator with peculiar ability in public relations in preference to an outstanding psychiatrist who lacked that ability. Having recognized that no one man has everything it takes to direct a large organization, the board will then try to complement him with carefully chosen associates so that in the end, direction will be by a team with one supplying what another lacks.

Having chosen the executive, the board has delicate problems of responsibility. It must be ready to delegate broad responsibility for executive action and avoid "meddling" in matters of minor importance; at the same time it must participate in and share responsibility for all major policy decisions, even if it has only advisory jurisdiction. Unless this balance of executive and policy responsibility is struck the board will tend to become merely an honorary body so on the sidelines of the work itself that it will be useless in periods of stress when its help is most needed.

The wise executive will avoid the dilemma by insisting that the board keep a firm hand on policies and by informing it of all major executive moves before he makes them, if possible; if not, immediately thereafter. The wise board will avoid the dilemma by recognizing that it owes a loyalty to the executive, comparable to that which he owes to the board. The relation is that of the managing partner to joint owners of an enterprise rather than that of master and servant. Needless to say, the executive will be present at all meetings of the board and will withdraw, on his own initiative, on the rare occasions when his presence might be an embarrassment, for example, if his own salary were being discussed.

The executive serves the board which appoints him and takes responsibility for the policies of the agency, first as expert adviser while a policy is being decided and second as the board's executive agent in carrying the policy into effect even if established contrary to his advice. Seldom need he feel called upon to resign because his advice is not accepted. The wise board will not expect to find all desirable executive qualities in one human being, but will choose the candidate who combines those qualities which are most essential for the agency at that time and, if possible, will provide him with assistants possessing the qualities which he lacks. Having chosen him, and approved major procedures, the board will delegate to him all executive matters and at the same time will keep itself so closely informed of all major phases of the work that it can gauge his progress toward the objectives and, if his conduct of his office so merits, back him up loyally and effectively.

Down a Shabby Street

By JOHN STORES

"HYAH come de rent man."

The five-year old Negro had supposed that visits of white men had but one purpose—to get the cash. But this white man had come, not to collect, but to see how the Franklin Colored Community Club was getting along.

This club, down a shabby street in one of Louisville's badly deteriorated neighborhoods, is in a way a one-man project, the effort of a man of moderate means to satisfy his immoderate desire to apply new schemes or new combinations of old ones to certain social problems. In this instance his experiment was directed toward housing or rather toward homemaking with housing as a starting point; his purpose, to discover for himself if the level of family life of a group of Negroes could be raised by providing better housing, sympathetic supervision and group incentives.

To this end a non-profit corporation was formed with

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three members, one of them a full time social worker. Its name, Paul's Workshop, and its approach to its purpose is taken from the fact that the Apostle Paul worked with his own hands to provide for his needs.

This corporation acquired a number of houses in a semi-slum district where rents, when and if collected, had yielded a big return on the investment. The corporation was not concerned with returns on its investment but in returns in terms of living to people who, by the work of their hands, contributed to the project.

The houses were run down; rotting foundations, sagging corners, leaky roofs, broken windows, yards cluttered with cans and rubbish. The corporation's first step was to put them in ship-shape condition inside and out from foundation to roof. They were not made luxurious; they were made sound and clean and decent, a proper setting for an approach to the whole life of the families who lived in them. This approach, in the philosophy of Paul's Workshop, had as its objective the unity of the four H's, head, hand, heart and home, and along with them the job and good citizenship. The aim was not to seek a short cut to the good life but less cutting away from the known good life; not to seek release from life's responsibilities but a better look at those responsibilities.

AFTER the houses were repaired the tenants were called together to discuss plans to promote the common end of better homes and richer life. They were willing to try, and so accepted the proposal of a community club to meet monthly. Since the houses were on Franklin Street and since the philosophy of Benjamin Franklin fitted well into the general scheme, the name, Franklin Colored Community Club, was taken.

These were simple folk and the plan adopted was simple, with six goals, scoring for points and nominal prizes as incentives. The goals were determined by the three members of the corporation. The scoring or judging is done each month by the social worker. Goals and scores are:

1. A job and use of time, twenty points. Since every man should work for a living, the man at the head of a family who holds a steady job is credited with ten points. But there is much unemployment and lay-off time. So, for using unemployed time well, seeking work or doing worthwhile things, if only straightening up about the home, ten points more are added. A man holding a steady job and also using his spare time effectively thus can make a total of twenty points.

2. Housekeeping, sixty points divided as follows: inside of the house neat, clean, well ordered; yard neat, clean, well ordered, fifteen points each; general care and upkeep of property, ten points; paying the rent for the month, ten points; gaining on any back rents or paying in advance, ten points.

3. Health, fifteen points. Many people seem to cherish "miseries," to think that to be sick, if not almost a virtue, is certainly a misfortune for which they should be pitied. But here the virtue is to be well. To have the whole family well counts ten points. For reasonably neat and clean personal appearance, an additional five points.

4. Education, ten points. Regular school attendance by the children counts ten points. Later, reading of approved books, or other adult educational projects, will be considered. But at first the importance of regular school attendance must be emphasized.

5. Religious activities, fifteen points. While home, personal and family devotions are urged, points cannot well be given. But church attendance counts five points and Sunday school, ten points.

6. Cooperation and citizenship, twenty points. Cooperating with workers and neighbors in promoting the ideal neighborhood brings ten points. The whole family, by avoiding any law breaking, and conducting itself creditably as a part of the community gains ten points for citizenship.

Thus a perfect score for a family with school children adds up to 140 points; for a family without children, 130 points.

Any family can get the month's prize by making a perfect score. But emphasis is on the community score. If the total possible score would be 1900 points, a goal of about 1500 is set for the whole community. If this is made, every family gets a prize.

The prize the first month was a broom. Fourteen brand new brooms were an event in the neighborhood, proudly carried home as trophies. Other prizes followed. Window shades, towels, kitchen utensils, corn meal, pillow slips, mince pies, fruit bowls, canned fruit, were triumphantly "toted" home as, month after month, the club members reaped rewards. Only twice were prizes missed. Especially keen was the disappointment the month that closed the first year's work. The reward was to have been a birthday cake. But some members made low scores and no single family made the difficult perfect record.

This project has no institutional stamp. There is no big building, no sign. All the passer-by sees is a group of houses that look a little brighter, yards a little tidier, people who seem to be getting along a little better than in neighboring blocks. If he passes by when a meeting of the club is in progress, he may hear singing. For how these people sing! And at every meeting. First come the minutes of the previous meeting, then a song and Bible reading. After that a prayer, then a story from the life of Franklin, pointed with some of his sayings—"Laziness travels so slowly that poverty soon overtakes him"—varied often with accounts of achievements of such notable Negroes as Roland Hayes, Paul Lawrence Dunbar and Booker T. Washington.

After this comes the high moment of the distribution of prizes, unless the sad announcement must be made that the goal has not been reached. New goals are then discussed and after the Lord's Prayer, repeated in unison, the meeting is over.

THIS project does not solicit funds; it has no publicity features. It has been running less than two years. Except for the cost of repairs after last winter's floods, and for a return on the capital investment, it is self-supporting. The rentals, no higher than before the houses were repaired, bring in enough to pay collection costs, taxes, insurance, depreciation, and carry all expenses with a little margin besides. This extra amount, accumulated, may be invested in other homes, may be used to enlarge the present program or to attempt some industry to furnish employment. The last is likely.

Thus far only a few hand activities, such as quilting, canning and dressmaking, have been tried, and these only in a small way. The man with the immoderate desire to discover for himself if the level of life of a small group of Negroes can be raised by better housing conditions and friendly supervision is pondering many problems. Perhaps the most fundamental is how individual acceptance of responsibility can be developed to the stature of leadership.

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The Common Welfare

Robbing Peter . . .

IN twenty-one states and the District of Columbia, unemployment compensation measures are beginning to function this month. But the states which passed their laws just before the "deadline," January 1, 1937, are only halfway through the two-year "accumulation period." In many of those states, the winter's emergency, political unwillingness (local and national) to make relief appropriations, and public misunderstanding are creating pressures which threaten the security of the new unemployment compensation schemes. In one form or another, a plan is being urged to cut short the accumulation period, and to begin the payment of benefits in one year instead of two. The proposal of Governor Davey of Ohio to this end is now before Attorney General Cummings for a ruling on its legality. The *Cleveland Plain Dealer* warns, "On its face the governor's plan seems attractive. Here's a large chunk of money which Ohio industry has paid for protection against unemployment hazards. But its use at this time will seriously endanger the state's development of a sound permanent system of unemployment insurance."

Governor Davey's plan and similar schemes in other states were canvassed in round table discussion at the recent Washington conference of the American Public Welfare Association. A summary of this exploration points to the growing tendency to confuse the purpose of unemployment insurance "paid to beneficiaries as a right, and relief given on the basis of need." The conference felt that emphasis should be placed on securing more adequate relief funds "as such" rather than on trying to undermine the insurance schemes by using their accumulated funds "as an expedient substitute." The conference discussions concluded, "Any attempt to accelerate the payment of unemployment compensation benefits which have not had two full years in which to build up a reserve and an effective administrative organization should be opposed."

Anything Can Happen

WITH winter closed in and "new unemployment" mounting steadily the problem of relief again assumes the proportions of a crisis with which states and communities declare themselves unable to cope. Federal intervention, prompt and direct, must, they insist, support the promise that "no one shall starve."

Ever since WPA was launched, President Roosevelt has been committed to the policy of work as the instrument of federal relief and has resisted firmly all pressures to return to the direct relief method of the FERA. But now, under conditions created by the business recession, another kind of pressure has been added to that of governors and mayors and social workers, the pressure of long lines of people in front of relief offices. It is the pressure of hunger, and hunger, as Harry L. Hopkins said, "is not debatable."

But against this mounting pressure is imposed, on a sensitive Congress as well as on the President, a pressure to balance the budget, a feat which it seems can be accomplished only by reducing, certainly not by increasing, federal relief expenditures. Congressmen know, like everyone else, that all other considerations aside, direct relief costs less in dollars and cents than work relief, that WPA funds would "go farther" in grocery orders than in wages.

Where then, with the pressure of local need on one side and of national economy on the other, does that leave WPA? On the spot, say shrewd observers of the Washington scene, adding that, although six months ago a return to direct federal relief would have been, in their opinion, politically unthinkable, now they "will not be surprised at anything."

"Anything," it seems, may be one of three things: the abandonment of budget balancing and the expansion of WPA; the "axing" of WPA at the end of the fiscal year, June 30, and the substitution of grants to states for direct relief; relief grants to states supplementing reduced WPA funds. Meantime the Senate committee is pursuing its inquiry into unemployment and relief, and the results of the unemployment census are being considered. Full data, presumably, will be in the President's hands before he prepares his 1938-39 relief budget in March. In any case it is apparent that the future of work as "the American way" of relief is in the balance, with the business recession and the conflicting pressures of hunger and economy as weights which cannot be denied.

Public Servant

THAT Harry L. Hopkins' health broke down under the load of responsibility he has carried for nearly five years is not surprising. Indeed the surprise is that the enormous draughts made on his strength and vitality did not sooner take their toll. His has been a hard, demanding, high-pressure job in which he never spared himself. Now, "completely fagged out," he is slowly recuperating from a critical illness at the Mayo Clinic in Rochester, Minn. Many millions of Americans, whether they know him or not, join in the expression of the *New York World-Telegram:* "There are many who have questioned his 'spending to save' theory, but there are mighty few who have ever questioned his absolute unselfish devotion to the cause of the unemployed. Having literally worn himself out in public service, he deserves the whole country's sympathy and its best wishes for recovery of his health and strength."

Child Labor, 1937

IN considering the steady increase in child labor since code restrictions were removed, the annual report of the National Child Labor Committee describes a little known "sore spot" in American industry, the tiff mines of Missouri. At the request of operators who mine 57 percent of the crude barite produced in the United States, the Missouri legislature last spring exempted boys and girls working with their parents from the state law which prohibits the sale in interstate commerce of goods mined by children under eighteen years of age. In a study of the area, following this concession, the committee found "poverty, ignorance, illiteracy, child labor, with children from six and seven years up working regularly in the tiff diggings. . . ." The report points out that under the present provisions of the Black-Connery wage and hours bill, this exploitation of children could not

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be stopped, since the bill's definition of child labor specifically exempts children working with their parents, even in hazardous occupations.

The report definitely opposes the Vandenberg amendment, offered in Congress last spring and reported unanimously by the Senate judiciary committee without public hearing. It sees two weaknesses in this substitute measure: "First, the term 'employment for hire' [instead of 'labor'] might exclude from protection many types of child workers who are not technically employed such as those laboring in . . . large scale industrialized agriculture, in industrial homework, and at other forms of labor where they work with adults on a piece rate or contract basis. . . . Second, by lowering the age to sixteen years no protection could be given to sixteen- and seventeen-year-old boys and girls employed in hazardous occupations."

For full protection of the nation's children, the committee believes ratification of the pending child labor amendment, already acted upon favorably by twenty-eight states, is essential.

Stimulus in the South

THE annual report of the Julius Rosenwald Fund, recently issued by its president, Edwin R. Embree, records the advance of health and education in the South. The fund disbursed nearly three quarters of a million dollars, of which $205,000 went for Negro health facilities, $75,000 to three important Negro universities, and a great deal of the remainder to rural schools. Interested in better school buildings, better texts and better teachers, the fund is now endeavoring to build up a few southern teachers' colleges. It also seeks to stimulate leadership by awarding fifty annual fellowships, of $1500 each, to both Negro and white scholars in the South. This year's report states that in its first twenty years the fund has helped to build 5357 schools in 883 counties of fifteen southern states. Of special interest are the Negro schools, built under the direction of S. L. Smith, who has just retired.

Appointed in 1920 by the late Julius Rosenwald, Mr. Smith has seen the public school facilities for southern Negroes multiply during his association with them. The so-called Rosenwald schools, which are part of the public school system, now accommodate 664,000 children with 14,750 teachers. To the $4,366,519 contributed for their erection and development by the Rosenwald Fund, $18,104,155 was added from public funds; $1,211,975 contributed by white friends; and $4,725,871 from the limited resources of Negroes in southern communities. The fund's stimulus to health, school and library work cannot, of course, be measured in terms of expenditures alone. At the testimonial dinners in Chicago and Nashville upon the occasion of Mr. Smith's retirement there was recognition of the inspiring and practical neighborliness with which the Rosenwald Fund has carried out the ideals of its founder.

Highschool Problems

PUPILS and teachers are the most serious problems confronting the secondary schools of New York, according to reports from principals throughout the state, gathered in the course of the Regents' Inquiry into the Character and Cost of Public Education, and summarized by Francis T. Spaulding of Harvard before a meeting of the Associated Academic Principals.

Problems arising out of "the wide range of individual differences among highschool boys and girls" lead the list of those cited by highschool heads. "How can the modern highschool . . . best serve the . . . heterogeneous group of entering pupils, who differ in native ability, home training, point of view and purpose, and who in 30 percent of the cases are deficient in their ability to read and comprehend the English used in highschool textbooks?"

The problem of "a well-qualified teaching staff" goes beyond professional training: "How can we secure teachers with personalities, who are not just products of local educational factories, who have real culture, are interested in culture, and at the same time, interested in children?"

Other major areas of concern noted were the maintenance of educational standards, guidance programs, community support, adequate buildings and equipment.

Beyond these problems defined by the principals, the staff of the inquiry finds three "of at least equal importance." The first is "current preoccupation with the needs of the less capable" at the expense of those "who give promise of becoming the intellectual leaders of tomorrow." The staff also finds the public highschool neglecting the needs of young people who "leave the highschool and drift blindly." Finally, it emphasizes the "need for systematic effort to develop what may be thought of as 'social conscience' among young people." A staff study of 50,000 pupils in 400 schools revealed "increasing verbal allegiance" to democratic principles, and at the same time an unwillingness to "assume social responsibility or to participate in social action at any cost whatever to themselves."

The inquiry staff hopes to be of service to the schools not only in defining current problems clearly, but in presenting recommendations which will help in their solution.

Mrs. Glendower Evans

IN the Lawrence strike picket line, at Sacco-Vanzetti protest meetings, on an outdoor soap box, the little gray indomitable figure of Mrs. Glendower Evans had become a symbol of the militant liberalism which disregards class lines and cleavages to do battle for the common good. From the untimely death of her young husband, more than a half century ago, to her own death last month at eighty-one, Mrs. Evans was the champion of unpopular causes. Many of her activities were in sharp contrast to her conservative Back Bay background, but the criticism of friends and relatives never deterred her. "I must do what I think is right," her sturdy New England conscience insisted, though the doing often meant misunderstanding, ridicule and even arrest. Increasingly impatient of philanthropy, she poured time, energy and money into the effort to remove the causes of poverty and injustice. And in the long battle she received one treasured decoration—the Ford Hall Forum medal in 1933 for "preeminent service to human welfare."

FAR-SIGHTED doctors are talking about "geriatrics," that division of medicine dealing with disorders and diseases of old age, a sort of opposite to pediatrics. By 1990, population soothsayers opine, the aged population will equal the pre-adolescent—and the doctors are ready.

DAUNTLESS members of the American Association for the Advancement of Science are taking up the challenge of their British fellows that scientists "unite as a world lens that would focus the scattered light of man's collective wisdom into a mighty intellectual beam illuminating the troubled paths men and nations now travel."

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The Social Front

Relief

VIRTUALLY unrelieved gloom colors the relief and public assistance picture as 1938 dawns on a country still undecided about its new business "recession" but having no doubt as to its shortage of money to relieve growing destitution. In the early '30's, where the money was coming from for emergency relief was unknown because resources were unexplored; where 1938 relief money is coming from is also unknown, because states and cities can find no more resources to explore, and the federal government seems bent on budget balancing. The authorized increase of 350,000 in WPA employment to meet the demands of recent weeks cannot last long if WPA's allotted funds for the current year are to stretch, as Congress has specified, until June 30. What happens to WPA after that date is another imponderable, especially if rising need and increasing pressure bring about some sort of renewal of federal appropriations for general relief. It is said that all WPA agencies for some time have been given to understand that projects should be planned, insofar as possible, for completion by July 1.

In an early December dispatch concerning activities of federal budget makers for 1938-39, the *New York Times* quoted "an informant" in Washington who said that the largest slash would be a half billion dollars less for relief than in 1937-8. Within a week demands for relief and WPA jobs throughout the country had intensified sharply and a new dispatch quoted "congressional leaders" to the effect that the President would defer estimates of next year's relief needs until March.

The local relief story of recent weeks, as told in correspondence to *The Survey* from widely scattered sections, is exigent. The cities' answer to the present demand that they care for their own unemployables, and unprovided for employables, becomes increasingly clear. It seems to be simply that they can't.

Chicago's plight is among the worst. Weeks when no rent was paid for relief clients brought wholesale evictions. Sub-budget food allowances (at last reports 80 percent of a minimum budget was being paid) are building trouble for the future. Small field and intake staffs of the Chicago Relief Administration are overpowered by applications which have doubled and tripled, so that it is necessary to schedule many return interviews for as long as three weeks in advance. The result of this is many phone calls, more and more impatient, from people who say that they cannot possibly wait. Somewhat better financing was managed for November and December than for the two months previous and half-rents now are being paid. Notices in the envelopes with relief checks tell recipients that "with full knowledge that allowances made by the CRA are not sufficient to meet budgeted needs," no more money now is available and at such time as there are funds, further consideration will be given to their needs.

Private agencies in Chicago for a time supplemented extreme need of CRA cases who were inadequately provided for. The United Charities has had to curtail this assistance in order to carry its own job. The Jewish Social Service Bureau still is meeting emergencies in Jewish families, on recommendation of the CRA and when all other resources have been tapped. Many of these are cases where food money has been used for rent in fear of eviction.

Meantime, examiners for a Citizens' Committee are "sifting" the present relief load—collecting information, evaluating, weighing and measuring the eligibility and need of more than 87,000 families who are receiving only part of their absolute needs from a city relief fund about a million dollars a month short of providing minimum subsistence. Any hope for more funds seems to lie with the next state legislature.

Cincinnati, a few months ago reputed to have in large measure "liquidated" its relief load, now has a study to show just what that means. The material was gathered by the Community Chest of Cincinnati and Hamilton County, with Ellery Reed, research director. (To be published in full in the *Social Service Review*, March 1938.) With a staff of only ten case workers for more than five thousand "active" cases, it was not possible for the relief department to keep track of closed cases. However, under the direction of Cincinnati's Bureau of Government Research, visits were made by a group of 190 volunteers to 1300 families who had formerly been on relief. Reports indicated that, city-wide, about 7500 families representing some 22,400 persons were entirely without resources. A survey of schools produced a list of over 800 children, reported by their teachers to be suffering from lack of adequate clothing, glasses or medical care. Private agencies reported frequent contact with cases of most urgent need. Answering the question of what Cincinnati's "relief liquidation" really means, the survey in a tentative conclusion states that "the burden of relief has been shifted largely to friends and neighbors of the destitute who themselves are usually poor and unable to bear the burden."

By a special city tax levy approved in November elections, Cincinnati will have available for 1938 relief a fund which, on the basis of the present drastically limited case load, would provide about $13 per month per case. It is hoped that matching funds will be provided by the state.

A correspondent from Seattle, Wash. writes that public assistance applications to the Department of Social Security are the heaviest since 1933, with a high proportion of applicants previously unknown to the department. In St. Louis, relief applications have increased, but "almost two are turned down to every one accepted. . . . Rules deny relief to anyone able to work, even though unemployed and in need, unless children are involved. . . . The city has not provided any money since September, and the state has insisted that it will not meet more than 60 percent of the need. Allotments to those on relief have been reduced to minimum amounts which can be used for food, or if desired, for fuel or for gas or for electric light bills. Rent payments have been eliminated . . . for the most part landlords have assumed the burden. An effort is being made to lighten relief loads through transfer to the old age assistance rolls of about 850 persons eligible for pensions but now receiving direct relief. . . . Private agencies are unable to extend help to those refused by the public agencies . . . due to the failure of the United Charities campaign to reach its goal for 1938."

The Pennsylvania Department of Public Assistance reported 15,071 applications for relief the week ending December 18, the largest number since the period immediately following the spring floods of 1936, and an increase of 1009 over the preceding week. Added to the relief rolls during the week were 11,408 new or reopened cases, of which 8847 were accepted because of loss of private employment or decreased wages. In Philadelphia, the influx of applications for assistance is so great that additional relief stations and staff have been authorized to handle the influx.

In New York City, applications for home relief more than doubled during fall months. The increase began the end of October, after seventeen months of continuous decline. Mounting relief needs

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have forced an increase of $300,000 in the emergency relief bureau's allotment for clothing.

Part Time Farming—As part of its study of rural relief and rehabilitation the Division of Social Research of the WPA, in cooperation with the Farm Security Administration, has issued a new survey, Part Time Farming in the Southeast. The report compares the living conditions of 1113 industrial workers in Georgia, South Carolina and Alabama, who were doing a little farming on the side, with those of 1934 who were doing no farming. Part time farming, the study found, is no solution to unemployment or to the lack of adequate income. Earnings from wages amounted to less than $500 a year; produce grown and consumed by typical families ranged in value from about $70 to $400. The area studied has small promise of any early increase in employment and "unemployed workers should not be encouraged to establish themselves on farms with the view of eventually obtaining industrial employment to provide the necessary cash wage."

Part time farming improved the diet of the families with more and better food than they could afford to buy, but, concludes the report, "the opportunities for its extension are sharply limited."

CCC for 1938—Although 101 Civilian Conservation Corps camps were scheduled to be closed January 1, a replacement program for enrollment of about 32,000 young men during the first quarter of the year is under way, and enrollees will be transferred from the closed camps to those remaining in operation. Including the new enrollees, the maximum strength of the corps for the current quarter is estimated at 280,000.

Robert Fechner, director of the corps, says that there are now 2,300,000 youths in the country who have been trained in CCC camps. "While CCC men are not militarized in the ordinary sense, their training is such that they are about 85 percent prepared for military life," he stated, explaining at the same time that while any military aspect of CCC is "unintentional," discipline, living harmoniously in groups, and right sanitation constitute the ground work of training for any armed force.

Prospect—After making a special survey of federal, state and local relief expenditures, for a new Twentieth Century Fund publication, Studies in Current Tax Problems, Mabel Newcomer of Vassar College concludes that "relief expenditures during the next few years will continue to be a major item in the federal budget, regardless of what happens to American business." She sees much of the stigma of pauperism now removed from relief, and foresees that in future a greater proportion of the unemployed will apply for relief than did so in 1929. With higher standards of relief, with "the lag in reemployment following advances in technology," and with the tendency of the depression to create unemployables, Professor Newcomer asserts that though business were restored to the 1929 level, welfare expenditures still would be far in excess of what they then were.

In Print—Recent publications concerning state welfare and relief include: The Relief Situation in Colorado Rural and Town Areas, by Olaf F. Larson and John E. Wilson, Colorado State Agricultural Experiment Station, Fort Collins, and the WPA division of Rural Research; Public Assistance in a Wisconsin County During September, 1936, Public Welfare Department, Madison, Wis.; Public Relief in New York State (a summary of the public welfare law and related statutes with 1937 amendments), publication No. 222 of the New York State Charities Aid Association; A Study of the Medical Needs of Recipients of Old Age Assistance in New York City in 1934, publication No. 21, State Department of Welfare, Albany.

An interesting and valuable addition to the record of current history is When Clients Organize, by Helen Seymour, published by the American Public Welfare Association, 850 East 58 Street, Chicago. Price 50 cents. The study describes and interprets the rise of client pressure groups and their effect on relief administration. . . . Also published by the APWA is An Experiment in Reducing the Cost of Relief, (price 20 cents) in which Ellery F. Reed describes the Cincinnati experiment of 1936 in intensive case work to the end of effecting a more rapid turnover of relief cases.

Compensation

MORE than half the workers of the country who are covered by unemployment compensation laws are in the twenty-two jurisdictions — twenty-one states and the District of Columbia— which begin payment of benefits this month. While there is a wide variation in the form of the state laws, all have certain requirements which must be fulfilled before an unemployed worker can receive benefits. Each worker should report to his employer his social security number. When he loses his job, he must register for work promptly at the nearest public employment office, and at the same time file his claim for benefits. After registering, he must report at the office as often as the regulations of his state require. His claim for benefits must be examined and approved. If after the waiting period (two weeks in twelve states, three in eight states, and four in two states) he is still jobless, his benefits will begin. The first benefit check will cover the first full week of unemployment following the waiting period. Duration of benefits is fixed by the state laws; in most states from sixteen to eighteen weeks in any one year. According to U.S. Treasury estimates, these twenty-two jurisdictions will have about $440 million in the unemployment trust fund when payments begin.

In New York, both registration and claim for benefits are to be by mail to the local employment office during the month of January. Thereafter, the unemployed worker must call at the office in person.

Reciprocal Benefits—The Michigan Unemployment Compensation Commission proposes "reciprocal agreements," under which unemployment insurance credits will follow the worker from one state to another. Under this plan, a worker's benefit rights, once established, remain in effect, even though he changes his residence to another state. If he becomes jobless, the state in which he resides would make payment at the Michigan rate. The same security would be offered a newcomer to Michigan from another participating state. The plan has been approved by the Michigan commission, and will go into effect as soon as a majority of states accept it.

Administration — Increasing unemployment since early fall has caused the Division of Placement and Unemployment, New York State Labor Department, to raise its estimate of the number of workers applying for benefits this month from 450,000 to 600,000. Officials admit that the volume of applications will be a severe test of administrative machinery. The situation is complicated by the fact that publication of civil service lists was delayed, and as a result it has not been possible to build up the staff to its full complement of 3900 persons. . . . Because of business recession and layoffs, North Carolina officials have increased the estimate of January applications in that state from 60,000 to 100,000. In North Carolina, about 400,000 workers are covered, and a fund nearing $8 million has been collected.

Secretary of Labor Perkins has announced the formation of a fifteen-member advisory council to aid in activities of the District of Columbia Employment Center.

California's Unemployment Reserves Commission is conducting a drive to obtain complete employment records. Only 10,000 out of an estimated 50,000 employers in that state have registered. . . .

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About one third of the employing concerns in Massachusetts have failed to file the quarterly wage reports required under that state's unemployment compensation law. It is believed that most of the delinquent employers have only a few names on their payrolls.

A joint field service has been established by the Bureau of Unemployment Compensation and the Employment Service. One person will represent both units in a given area, reporting to the employment service on matters concerning employment, job registration, and so on, and to the bureau on matters concerning unemployment compensation.

Rulings—In New York, jobless workers who become ill while receiving unemployment benefits will not be entitled to payments until they are able to accept a job. Paul Sifton, deputy industrial commissioner, states that the ruling is based on the provision in the state law that a person receiving benefits must be "capable of and available for employment."

Harry L. Hopkins, WPA administrator, has ruled that unemployed workers receiving benefits under state compensation laws will not be barred from WPA aid to bring their total income to a "security wage."

Strikers—Three state unemployment compensation laws—New York, Rhode Island and Pennsylvania—provide benefits for strikers. In New York, the waiting period is ten weeks, instead of the three weeks in other cases of unemployment. In Pennsylvania, the normal waiting period is extended three weeks; and in Rhode Island, eight weeks, unless the applicant is not a member of the group responsible for the stoppage, and is not participating in the strike in any way. Eight state laws flatly disqualify any worker from benefits during any week of unemployment caused by a strike. In most of the other states, the worker's participation in the stoppage is the test for disqualification.

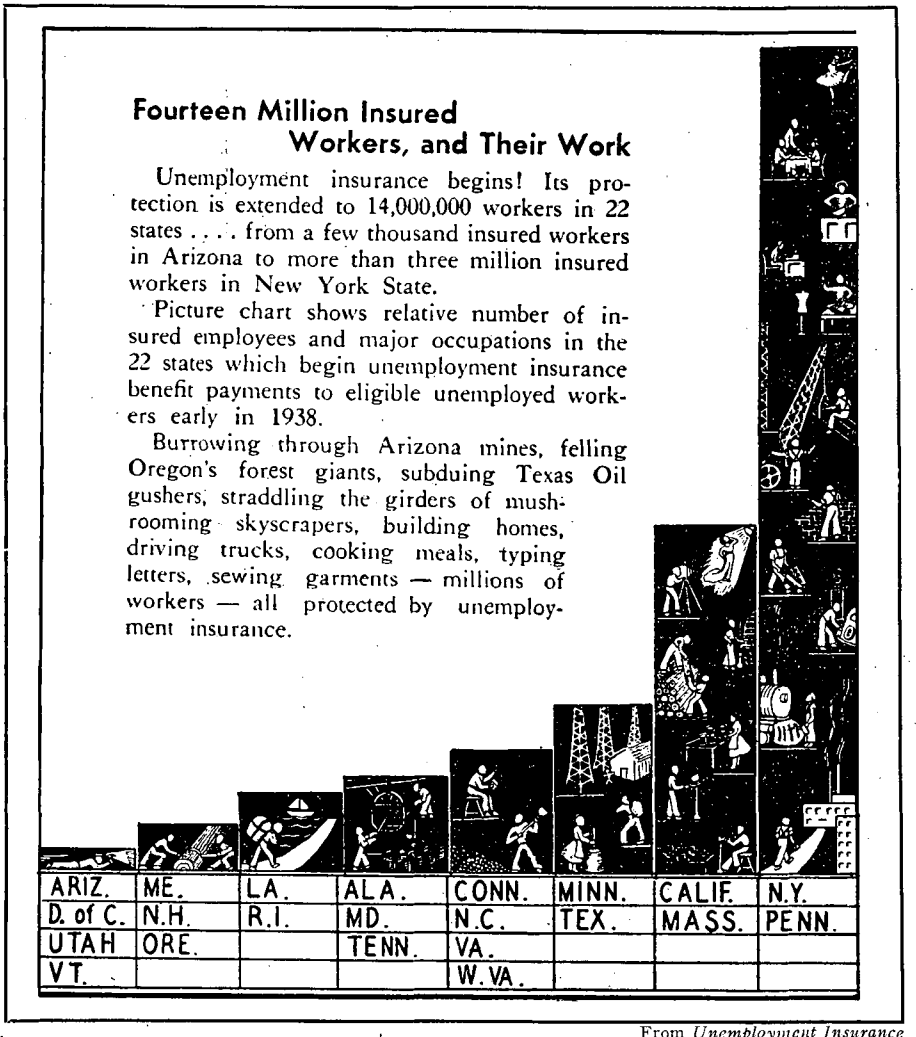
Wisconsin's First Year—In a widely quoted article in *Social Security,* Abraham Epstein reviews the first year of operation of Wisconsin's pioneer unemployment compensation law, and finds it a failure as a security measure because: it pays "less than an ancient poor law grant to the unemployed," with an average benefit check of only $6 a week; it "goes out of its way to avoid benefit payments by compelling unemployed workers to accept part time work and low wages on pain of losing their right to benefits"; its administrative costs are exorbitant.

Paul A. Raushenbush, director of Wisconsin's Unemployment Compensation Department, replying to these major criticisms, as well as to less fundamental points raised by Mr. Epstein, points out what Mr. Epstein failed to mention, that the Wisconsin law provides for the gradual building up of reserves for eighteen months after July 1, 1936, when the law went into effect, and that it was not therefore in full force during the first year in which it began to pay benefits.

The benefit rate is that of most state laws: 50 percent of wages, with a maximum of $15 a week. Mr. Epstein's "average" of $6 a week lumped benefits for both full time and partial unemployment. Taken alone, "total unemployment benefits averaged above $8 a week for the first year, and over $10 during the next quarter (July-September, 1937)."

Under the Wisconsin law, a worker must receive in wages, or in wages plus partial benefits, at least the amount he would receive in benefits were he totally unemployed. In any week when his wage drops below this "rock bottom figure," his employer must so report, and partial benefits are then paid accordingly without direct claim by the worker [see *Survey Graphic,* April 1937, page 214]. The purpose of this provision is "to keep his income up and to set a lower limit to excessive staggering." Mr. Raushenbush sees the provision requiring the worker to "accept suitable employment" as "designed to safeguard the benefit rights of unemployed workers so that their refusal to take a short time job will *not* bar benefits." In defining "suitable employment," the law states: "provided such employment . . . gives him wages at least equal to his weekly benefit for total unemployment or provides him work for at least half the number of hours normally worked as full time in such occupation or establishment." Mr. Raushenbush comments: "In other words, *no* job which provides *less* work or wages can be deemed 'suitable' . . . It obviously does *not* follow (either in logic or practice) that every job which provides more work or wages must be deemed 'suitable' regardless of the law's other standards."

Mr. Raushenbush holds that the first year's administrative costs cannot be regarded as typical. Compared with total receipts (the usual insurance "expense ratio") they are unduly low (3.8 percent) and compared with total disbursements (the figure Mr. Epstein used) they are unduly high. For the first year, so figured, administrative costs were 31.5 percent. For the next three months, ending September 30, 1937, they had dropped


Fourteen Million Insured Workers, and Their Work
Unemployment insurance begins! Its protection is extended to 14,000,000 workers in 22 states . . . . from a few thousand insured workers in Arizona to more than three million insured workers in New York State.
Picture chart shows relative number of insured employees and major occupations in the 22 states which begin unemployment insurance benefit payments to eligible unemployed workers early in 1938.
Burrowing through Arizona mines, felling Oregon's forest giants, subduing Texas Oil gushers, straddling the girders of mushrooming skyscrapers, building homes, driving trucks, cooking meals, typing letters, sewing garments — millions of workers — all protected by unemployment insurance.
ARIZ. ME. LA. ALA. CONN. MINN. CALIF. N.Y.
D. of C. N.H. R.I. MD. N.C. TEX. MASS. PENN.
UTAH ORE. TENN. VA.
VT. W. VA.

From *Unemployment Insurance*

As Benefits Begin in 1938

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to 22.9 percent. The administrative costs of collecting contributions amount to about 20 percent of the total costs of administration.

Proposed Changes — President Roosevelt has recommended six changes in the social security act. Those affecting the unemployment compensation titles would simplify employers' wage reports by changing "wages payable" to "wages paid"; enable "merit rating" to work by making technical changes; permit earlier payment of unemployment compensation in states that passed their laws late; increase coverage to seamen on American vessels, and to employes of national banks, state banks that are members of the federal reserve system, institutions that are members of the Home Loan Bank system, and the like.

Elmer F. Andrews, New York State Industrial Commissioner, has recommended to Governor Lehman changes in the state unemployment compensation law extending its provisions to persons earning more than $3000 a year. This change would prevent conflict with the federal law. The commissioner also recommends that the law be changed to require a three weeks period before a worker can file notice of unemployment. . . . A program for payment of benefits to workers partly unemployed is being worked out by a committee appointed by Commissioner Andrews.

Record and Report—The Administration of Compensation Benefits in Wisconsin, by Walter Matscheck and R. C. Atkinson, is in sequence to an earlier Public Administration Service study of Wisconsin experience in collection of contributions. This ninety-two page pamphlet describes Wisconsin's procedure in benefit payments, July 1, 1936 to June 30, 1937. From the service, 850 East 58 Street, Chicago. Price $1. . . . The what, who, where, when and why of unemployment compensation in New York, with full explanation of procedures for filing job applications and benefit claims, are covered in an admirable little pamphlet prepared by the Division of Placement and Unemployment Insurance for free public distribution. Information for Employes, from the division, 342 Madison Avenue, New York.

Public Welfare

LESS what should be done than what can be done under laws and conditions "as is" was the focus of discussion of the 600 or so public welfare administrators, local, state and federal, who gathered in Washington in mid-December at the call of the American Public Welfare Association, for a three-day exchange of experience. The program, virtually free of "set speeches" and voluminous papers, was organized to give everybody a chance to speak up. And practically everybody did, in the conferences of state and local administrators, and of state and local board members, the informal round tables for the close-in discussion of particular topics or in the panels, where more general subjects were on the carpet. Only twice during the three days did the conference come together as a body, first at a dinner session with "Washington Speaking . . ."—which is to say federal welfare officials—and again at the closing session to hear summaries of the discussion in the round tables and panels.

Since a full report of the various discussions is available in the current *Public Welfare News* ($2 a year, with membership, from the APWA, 850 East 58 Street, Chicago) only brief mention of the major concerns of the conference need be made here. At the forefront of the state administrators' problems were relationships with the federal government; the danger of imbalance in the public assistance program due to extreme pressures from the old age group and the lower percentage of federal participation in aid to dependent children; the strains and pressures on relief funds and facilities due to the "new unemployment."

Local administrators were concerned with their relationships to the state; with the problem of administering the general relief and the special categorical programs by one and the same staff; with the injustices of commercially directed "chiseler hunts" with funds which "might better be spent for more adequate staff."

Board members, coming from sixteen different states, found many common problems; staff, interpretation and—far from least—political pressures and party interference in the determination of policy and administration of program.

The panel discussion on the administration of public assistance turned largely on the over-all versus the earmarked appropriation with much eloquent and distressed testimony on both sides. "It's the variable that makes the trouble," and the variable, impossible to measure accurately in advance, is what is left after the requirements of the categories are met.

The panel on financing public welfare showed itself apprehensive and cautious, with tacit admission that this was the toughest nut of all, calling for the most expert specialists in public finance and taxation. The panel on public medical care had no doubt about the need for "more and better" or for resolving the confusions that now exist in the area, but ended on the biggest problem of all, "where's the money coming from?"

The round table discussions, so oversubscribed that many persons who had not registered in advance were disappointed at the door, dealt with in-service training, "planned and not opportunistic and for all the people on the job"; personnel procedures, merit system, job analysis, state-county relationships; relationships between assistance and social insurance with warning of the danger of breakdown of the latter under pressure from the former; interstate problems, with realization that careful study should precede efforts to change the laws.

Through all the conference ran a thread of inquiry and analysis. Emphasis was on the nature and quality of problems rather than on large solutions; on the structure of public welfare administration rather than on social service techniques. Practically every discussion group agreed that further study of its subject was an immediate requirement and asked the APWA to form a special committee to pursue it.

This conference, realistic down to its heels, fully supported the judgment of the APWA when, only a year ago, it adopted the discussion method for its annual meeting. The only present cloud on the horizon is the possibility that attendance may grow so large as to handicap full, free, participation. The APWA says it does not want a conference merely big; it wants a close-in conference, so organized that everyone, small fry and big fish alike, has a chance, with only kibitzers discouraged.

Old Age Insurance

MORE than 36 million applications for social security account numbers had been received by the Social Security Board by December 1. The receipt of applications averaged nearly a million a month between September 1 and December 1. The number of approved claims for lump sum payments certified to the U. S. Treasury reached 38,482 by November 30. The average payment for November was $27.76. These payments are being made to workers in covered employment who reached the age of sixty-five during the first year of the social security program, and to the estates of those who died.

As of December 15, a total of 324 field offices of the board were operating.

Delinquency—The internal revenue collector for northeastern Ohio and the chief of the social security tax division have announced that eight thousand business firms in that area have not submitted to the federal government the information required under the security act. As a result, the employes of these concerns have not been receiving credits toward old age insurance. The task of gathering the eight thousand delinquent

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reports was assigned to a special force of sixty agents, directed to complete their work by December 31. . . . The Charleston, W. Va. *Mail* estimates that in that state employer delinquency may run as high as 30 percent of those subject to the levy. A drive is planned this month to secure correct returns. Changes in reporting methods, it is believed, will make it easier for officials to check compliance, and for employers to furnish the required information.

Retirement Plan—The Social Security Board and the Civil Service Commission are studying the need and cost of a retirement plan for federal employes not now covered by the social security act, according to a White House announcement last month. The study was requested by the President, "to see what we can do to take care of these people and particularly what it will cost."

Council Studies—The Social Security Advisory Council announced, at the conclusion of its second meeting, in early December, that "any recommendation from the . . . council . . . will await at least another month of study." The council has devoted most of its attention to the old age benefit provisions of the security act. At its first meeting the council heard representatives of the Social Security Board; at its second, spokesmen for outside interests.

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ACCEPTED AMERICAN MEDICAL ASSN. Council on Pharmacy and Chemistry

After a thorough investigation of the evidence for and against at the close of the last period of acceptance, the Council on Pharmacy and Chemistry of the American Medical Association has again reaccepted (1935)

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Literature on Request

HYNSON WESTCOTT & DUNNING, INC.

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Alkalize this fast "PHILLIPS" Way

Symptoms such as nausea, "upset stomach," gas, "acid headaches" due to acid indigestion can now be relieved easily.

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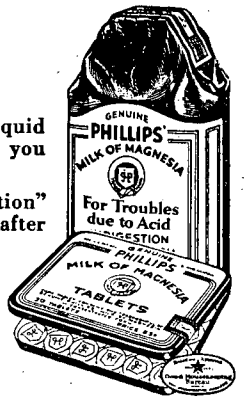
Take two teaspoons of Phillips' Milk of Magnesia 30 minutes after each meal, or two Phillips' Milk of Magnesia tablets, each tablet containing the equivalent of a teaspoonful of the liquid form. Almost immediately you enjoy relief.

Always avoid "acid indigestion" discomfort this easy way after heavy meals or late hours.

Keep a bottle of genuine Phillips' Milk of Magnesia handy at home and carry a box of Phillips' tablets with you. They cost only 25c per box.



PHILLIPS' *MILK OF MAGNESIA*

The Public's Health

THE largest single grant to research made by the Carnegie Corporation of New York, during the last fiscal year, was for research in problems of dentistry. From a total of $3,562,000 appropriated for all purposes during the course of the year, $350,000 went to the dental school of Harvard University to increase its facilities for research. Explaining the corporation's present emphasis, Frederick Keppel, president, said in his last annual report: "The corporation may safely go forward in confidence that there is no sounder philanthropic investment than the encouragement of research, always assuming it has the capacity to find and follow good counsel as to individuals and projects. . . ."

First—Health officers were given first attention in the follow-up on a program framed a year ago by the U.S. Conference of Mayors, with the aim of improving qualifications all through the ranks of municipal officeholders. Appointed at that time was a national health officers' qualifying board of public health authorities, Dr. Joseph W. Mountin, U.S. Public Health Service, chairman, to formulate the minimum professional qualifications of officers and commissioners of health in cities of the several grades. The report has now been completed. Besides specifying the background of education and experience which should be possessed by health officers, the board offers to act as "a voluntary nation-wide civil service commission for cities," and to pass on the qualifications of candidates who are "in line" for jobs as health commissioners. Details of the report may be secured from the U.S. Conference of Mayors, 730 Jackson Place, N.W., Washington, D.C.

In Prison—A two-year survey of medical services in Illinois penal institutions, by the Institute of Medicine of Chicago, finds "a type of organization or lack of organization suitable to a generation or more ago," which "falls far short of the requirements for the modern, aggressive health service now regarded as essential for large populations under similar conditions." The only reported exception to the generally unsatisfactory conditions is the federal system of correctional institutions in the state.

The survey recommends taking institutional medical services out of local political hands and giving them responsible professional direction. The federal system is adequate, the survey report explains, because: it is under the U. S. Public Health Service; has installed a "graded personnel, making the service attractive as a professional career"; is entirely independent of politics. Dr. Franklin MacLean was chairman of the institute's survey committee.

Health on Wheels—Kentucky now has two trailer clinics to provide dental care for school children of the state. Each is staffed with one dentist and an assistant. The dental trailers go into every rural community, drive up to the schoolhouses, clean each child's teeth, and give them thorough inspection and instruction on care of the teeth. . . . The Utah State Board of Health, aided by social security funds, has launched a mobile dental office. It contains a dental chair, instruments, laboratories and all equipment, housed in a trailer and staffed by one dentist. In a state having four counties with no dentist, the trailer serves to give dental care to needy children who require it and is a means of dental education. . . . In Wisconsin, a twenty-three foot trailer has been utilized for an educational exhibit on causes, prevention,

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case finding and treatment of tuberculosis. Said to be the only one of its kind in the country, this mobile exhibit contains seventy-five feet of display sets.

International—Plans for a world campaign to improve physical fitness were adopted by the League of Nations' health committee at its recent twenty-sixth session. National committees will be set up, patterned on those formed by the league for business and for housing and nutrition. An international commission representing these committees will meet early in 1938. The first item on the proposed agenda is definition of the physiological bases of rational physical education, by age levels.

In Print—A new handbook on records has been issued by the National Organization for Public Health Nursing. Entitled, Suggestions for Statistical Reporting and Cost Computation in Public Health Nursing, the material includes sections on the statistical report of public health nursing services and on computing the cost of a public health nurse's visit. Definitions, instructions and tabulation blanks are prepared to meet the requirements of the U.S. Public Health Service, the Children's Bureau, and the American Public Health Association appraisal forms. The material on determining costs of a nursing visit will be useful for study by public health departments. Price 25 cents a copy from NOPHN, 50 West 50 Street, New York. . . . Case Records As an Index of Public Health Nurses' Work by Helen Bean and Emily Hankla describes methods of case recording for the county health department nurse. Public Health Reports, August 6, 1937. Price 25 cents from the superintendent of documents, Washington, D. C. . . . Nursing and the Registered Nurse; Nursing and How to Prepare for It; and Nursing, a Profession for the College Graduate, are new pamphlets of the National League of Nursing Education and the NOPHN. Price 10 cents for the first and 5 cents each for the other two pamphlets, less in quantity; from NOPHN (as above).

Syphilis Campaign

MANY and diverse are the reverberations of the current country-wide campaign against syphilis. Perhaps the primary gain is the spread of public awareness both of its menace and of the importance of treatment. On the tangible side are new state laws requiring blood tests for venereal diseases and certificates of health from applicants for marriage licenses. [See *The Survey*, November 1937, page 357.] Michigan has now joined the states with "marriage hygiene" laws. A real gain in public education is the almost universal lifting of the one-time ban on free public discussion of syphilis—though occasional exceptions still arise. Support from the press, clubwomen, private civic and social agencies, as well as public health departments, has so accelerated that the campaign has attained the proportions of a popular cause.

Effects are showing statistically in a greatly increased demand for blood tests in city and state health department laboratories—notably in Chicago, Illinois, New York City and State, and Georgia, where a campaign of popular education is going on under state health department auspices.

Total marriages are showing a marked decrease in states having new laws against hasty marriage and requiring blood tests. In the case of New York which recently passed a law requiring a 72-hour waiting period between license and ceremony, the decline is attributed to the fact that surrounding states of Connecticut, New Jersey, Pennsylvania, Vermont, Massachusetts previously have had some sort of statutory provision against hasty marriages. Before the new law, about 34 percent of the upstate New York marriages were from out of the state.

In the course of the vigorous campaign of the Chicago Board of Health, Dr. Herman Bundesen, directing the campaign, received blackhand threats after placarding and quarantining for gonorrhea a vice resort.

Both wise precautions and some unjustified fears have arisen in regard to employment of syphilitics who are under treatment. [See a forthcoming article in *The Survey*, Are You Afraid of Syphilis? by Ruth Ellen Lindenberg.] In North Carolina an old law has been invoked which requires all domestic servants to be examined for syphilis and other communicable diseases. Jail sentences can be enforced against any who fail to comply with laws requiring treatment. A labor union affiliated with CIO recently threatened to strike rather than sign an otherwise beneficent contract which gave the employer the right to discharge workers —makers of children's toys—"suffering from venereal diseases or diabetes."

On the matter of testing, U.S. Surgeon General Parran said: "Assuredly sound policy suggests Wasserman testing, and it would be relatively simple to put into practice for all applicants for positions in the public service. In my opinion, however, we should not make the mistake of limiting blood tests to the policemen and the postmen, the messengers and the junior clerks. Police commissioners and postmasters, and the heads of departments and major executives all should go through the same mill. Partly for the sake of being a good example, of course. Major executives, both in public and private business, include a large proportion of men past middle life whose infectious syphilis is several years behind them. But as a matter of fact and not of face-saving, there is enough late and latent syphilis among the whole group, many of whom think themselves free of it by now, to make finding it a great personal boon to the individual concerned."

Clubwomen in New Jersey, officials in Chicago, and others in the public eye have submitted voluntarily and publicly to blood tests for syphilis, as examples and "to bring the campaign against syphilis out in the open." A delegation of student editors at the Intercollegiate Newspaper Association recently adopted a resolution for cooperation against syphilis between student publications and medical and health authorities.

Numerous abuses by individuals and private groups seeking to capitalize the present public interest in the campaign have been reported. (See the *Journal of the American Medical Association*, October 2, 1937, page 47B.) Most of these offer sensational sex material under the guise of education and with the aim of private profit.

Heading up the whole nation's efforts for abolition of venereal diseases and for better marriage hygiene will be the second Social Hygiene Day, set for February 2 by the American Social Hygiene Association. With this year's slogan, "Stamp out syphilis, foe of youth," the association hopes for a response even greater than the flood of interest stimulated last year by the initial observance of the day.

New Resources—Big news in the war against syphilis in North Carolina is the allotment of the entire income from the $7 million Zachary Smith Reynolds Foundation memorial fund to the campaign within the state. A first check for $100,000 has been presented to the state Board of Health, to add to other 1938 funds for the purpose. State health officers say that this is the largest single donation ever made for disease prevention in North Carolina. The state has been fighting syphilis since 1919, under the direction of the state Board of Health, Dr. Carl V. Reynolds, director.

Sizing Up the Problem—Illinois and Chicago health authorities, cooperating with the U.S. Public Health Service, are working to discover the extent of the syphilis problem in Chicago. Every clinic in the city and 99.6 percent of the private physicians supplied data from a total of 19,000 case records of patients who were under authorized medical care during the period March 1-June 30, 1937. The data, completely anonymous, of course, furnished information both as to quantity of cases and treatment factors.

Among important findings were the facts that: 10,638 patients with syphilis were constantly under care in Chicago

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clinics during the period studied; prevalence rate in the clinics is 33 per 10,000 of population for whites, eight and a half times that rate for Negroes; clinic cases include 74 percent of the total being treated; of those under treatment, 85 percent had delayed seeking care until the disease had passed its early stages and 60 to 80 percent seeking treatment in the late stage had had no prior treatment. Only about half of those who do seek such medical care, it was discovered, remain until they have completed the minimum required course of treatment. It was estimated also that about 45,000 individuals are in need of clinic care for syphilis as against the 10,000 or so who are receiving it. A measurable increase during the survey period, in the number seeking early treatment for the disease from private physicians, is interpreted as the effect of the Chicago syphilis control campaign on the middle economic group. There was no similar increase in the clinic group.

Chests and Councils

CONTRIBUTIONS to community chests for 1938, incomplete returns from the fall campaigns indicate, will show a gain of around 3 percent over 1937. If these figures, reported to Community Chests and Councils, Inc., by 285 out of the total of 464 member chests, may be considered indicative, chests are climbing steadily back to the pre-depression level of giving. Comparable figures show, however, that the present level of giving still is about 7 percent below that of 1929. With $59,882,317 now reported, it is anticipated that complete returns will bring the total for 1938 contributions to community chests, countrywide, to around $83 million. It may or may not be significant that the 3 percent gain indicated for 1938 funds is paralleled by a similar gain made in 1929 in the face of falling business indices.

This indicated gain in total funds still leaves many goals unmet, as chests generally aimed considerably higher than last year. Those which have reported have averaged 94 percent of their goals. Notably successful campaigns so far reported include: Houston, Tex., which made a 29 percent increase over last year; Baltimore, Birmingham, New Orleans, Nashville, Charlotte, Columbus, and Dayton, Ohio, Denver, Pittsburgh, Peoria and Bloomington, Ill., Roanoke, Duluth, Fort Wayne, Ind., Montreal (Protestant Financial Federation), Davenport, Ia., Little Rock, Ark., and Portland, Ore. Cities which made marked increases but did not reach their goals are: Detroit, Oklahoma City, Syracuse, Washington, D.C., Akron, Grand Rapids, Milwaukee, Stamford, Conn., Tacoma and Vancouver, B.C.

Many cities campaigned under the slogan, "Be a Good Neighbor," using the national poster on that theme. Minneapolis centered its appeal around the picture of a smiling boy who said, "Thanks for the break." New Orleans presented facts about human needs with the carrying line, "You can't close your eyes." "Sunshine or Shadow," for distressed Scranton, Pa. families was dramatized to emphasize the initials SOS.

Citizens to Speak—Representatives of the National Citizen's Committee of the Community Mobilization for Human Needs will testify before the Senate Committee on Relief, Senator Byrnes of South Carolina, chairman, during public hearings at Washington this month. A special committee of the mobilization, Charles P. Taft, chairman, has formulated a platform which will be presented, calling specifically for:

Federal appropriations to the states on a grant-in-aid basis, for a general relief program including work relief; state apportionments to local committees to be made on any basis compatible with relief needs; interstate transients to be provided for by federal grants administered by the states.

Standards set by the federal government looking toward a unified administration, within each state and city, of all public assistance and relief programs in which the federal government has a financial interest.

A national commission, working in conjunction with the present committees of Congress to draft a long term program for relief, security, public welfare.

Professional

SOCIAL security programs swinging into action all over the country are putting new strains on the resources of schools of social work, according to a report in *Public Welfare News* by Elizabeth Wisner, president of the American Association of Schools of Social Work. As in the days when emergency relief programs were mushrooming, the schools find their services at a premium and their budgets, curricula and professional standards hard pressed. During 1935-36 over 10,000 students were enrolled in the association's thirty-two member schools. An increasing number of universities are now organizing curricula in social work. While expansion of existing facilities is indicated, Miss Wisner believes that social work education should be offered at the graduate level, and that the schools should "find themselves educating the majority of their students for a career service in government and should organize their courses and field work practice so that these students will be prepared for civil service examinations." She puts up to the schools the problem of helping states devise some sort of in-service training for the large number of workers now being inducted into state social services without benefit of special training.

Red Cross Counts Noses—A table recording growth of the American Red Cross over thirty-three years, to June 1937, showed at last count a total of 4,904,316 adult members and 8,577,198 juniors in 3711 chapters. In 1905 the total membership was 3337, enrolled in eighteen chapters and local committees. The high point of enrollment was reached in post-war 1919, when there were 20,660,163 adults and eleven million juniors, in 3700 chapters. A subsequent decline to around twelve and a half million members all told in 1923, turned to growth again about 1928 with marked development since 1935.

PUBLIC LIBRARY READING ROOM

News Notes—Jane Addams House, operated by the New Jersey College for Women as a laboratory for its sociology department, has just completed its first year. It has given fifty-three sociology majors their first taste of practicing social work and has supplied new recreational interests for two hundred boys and girls of the community of New Brunswick, N. J. Eleanor J. Flynn, assistant professor of sociology, directs the house with the college departments of home economics, physical education, music and library science advising.

The National Recreation Association dedicated the entire December 1937 issue of its publication, *Recreation,* to memorial materials honoring the late Joseph Lee. (From the association, 315 Fourth Avenue, New York.)

The employment service which the New York COS and Riverside Church have been conducting jointly for six years, at the offices of the New York State Employment Service, has moved to quarters of its own at 289 Fourth Avenue under the name, Kennedy Employment Service. State cooperation has been withdrawn on account of heavy responsibilities incident to the administration of unemployment compensation. Emily Strauss continues in charge of the office which serves people known to the COS and to Riverside Church.

Foundations—The William Alanson White Psychiatric Foundation has announced the establishment of the Washington School of Psychiatry for post-graduate training in the study of mental diseases. Planned as a memorial to Dr. White, the school purposes to "carry on research and train workers in the fields in which Dr. White was so long a pioneer." The school will be concerned with a selected group of younger physicians

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and students in social and biological sciences. It also is planned to offer shorter postgraduate courses for psychiatrists in public positions for whom appropriate training facilities are not now available.

The Kosciuszko Foundation this month celebrates twelve years of work to promote intellectual and cultural relations between Poland and the United States. Without drawing on capital funds of its endowment, the foundation has furnished 142 exchange scholarships for students and professors from the two countries. It has published more than a dozen books in its subject field and provided information service for Poles and Americans.

Good Old Times—On the occasion of the hundredth anniversary of the Hillside Home for Children, Rochester, N. Y., the board of the institution dug into old records to discover what its honorable predecessors talked about at meetings. Mostly, it seems, they talked about rules and regulations for every detail of the children's lives. For example: "The children shall go in perfect silence, two by two, to the dining room and shall be required to keep silence at their meals. . . . Resolved: to reconsider the vote taken at the last meeting on the subject of butter and to exclude it wholly as an article of food for the children. . . . Resolved: to exclude wholly meat and butter, allowing soups and codfish each once a week, also resolved to exclude molasses and substitute baked apples at the discretion of the matron. . . . There shall be a few minutes for play after school if no work is to be done. Supper at 5:30 . . . after which evening devotions will be held. The bedtime is at the discretion of the matron, but must not be later than seven o'clock."

California Doings—The legislative committee of the California Conference of Social Work is engaged in drafting a bill for the registration and certification of social workers to be submitted to the legislature at its next session.

San Francisco has a new non-sectarian Family Service Agency, organized for an eighteen months demonstration period with a grant of $25,000 to the Community Chest by the Rosenburg Foundation. If at the end of the period the agency has proved itself the chest will consider its permanent financing. Mrs. John B. Levison is chairman of the new board.

Recent studies of the family and child welfare services represented in the San Diego Community Chest are bringing immediate results. The Associated Charities has been reorganized with Eleanor Mead, formerly of the Santa Barbara Neighborhood House, as director. For special work with child care agencies the local Junior League has provided a full time case worker, in the person of Patricia Hosford, for a "demonstration year."

Another reorganization is that of the San Francisco county welfare department and the citizens' emergency relief committee which brings together in one agency all county services of direct relief and assistance to children, aged and the blind. The policies of the new department are under an unpaid citizen board of five. Dr. Jacques P. Gray, recently manager of the Kirby Memorial Health Center of Wilkes Barre, Pa., is director, with Eugenie Schenk heading the division of categorical assistance and Katherine Hanlon the division of county relief.

Plans are well under way in San Joaquin County for a new child guidance service, starting in midsummer, for nursery, grade and highschool children. Sponsored by health and school authorities and financed for five years by the Commonwealth Fund, the service will have a staff including a full time psychiatrist, five psychiatric social workers and a part time psychologist.

Church Social Work—Another step ahead in organization for church-social work cooperation [see *The Survey,* November 15, page 359] recently was taken in Detroit. The local council of churches recommends to all its constituent congregations a plan which would set up, in each church, a welfare council to include: the pastor, his staff, a voluntary consultant from a professional social agency, an attorney, a physician and an educator.

In a recent "school of Christian living," designed by the Cleveland Church Federation as a follow-up to the National Preaching Mission of a year ago, local church and social workers together formulated a program of religious social action. It includes: reorganization after a fifteen-year lapse of an interracial commission; formation of a clearing agency for church unemployed, and the offering of vocational counsel for young people through established agencies; informal conferences on labor and industrial problems; further study of the consumers' cooperative movement; organization of church institutional workers into a local auxiliary of the national body.

Line of Duty—The Cleveland Community Fund recently gave a series of awards for "distinguished service" by or through local social work agencies. A girl scout was honored for a rescue which had been made possible by her scout training in swimming; the first secretary of the federated Jewish agencies of Cleveland was honored for his thirty years of devoted service; a nurse, for her development of techniques in pre-natal instruction; a ninety-four-year-old Salvation Army ensign for a half century of service, and so on. The awards and citations "told the heroic story of the intimate daily life" of the workers so honored, reports publicity secretary Harold Tune, who adds, modestly, that the project got much newspaper attention.

Prize for Scholarship—Duke University has announced a prize of $1500 to be awarded in connection with the centennial celebration of Trinity College, now a part of the university. The award, to be given on March 1, 1939, will recognize a scholarly manuscript, of no less than fifty thousand words, relating to the social, literary or artistic history of the United States. Full information from Duke University Press, Durham, N. C.

For Study—At its recent annual meeting the American Prison Association authorized the formation of a new standing committee to study and report on personnel standards and training. Richard A. McGee, warden of the penitentiary of the City of New York is chairman.

Prof. Frank M. Stewart, chairman of the department of political science of the University of California at Los Angeles, will be in charge of a new bureau of governmental research, established in the university to study the field of public administration. He will be assisted by Dr. George W. Bemis, research associate and Evelyn Huston, librarian. Special attention will be given to the governmental problems of the various southern California communities. A specialized library of governmental documents and reports will provide basic materials for the research program.

Memorial—In memory of "a social worker whose greatest happiness was derived from the development of her students," the family and friends of Ethel C. Taylor, a member of the faculty of the New York School of Social Work at the time of her death last summer, have given her personal library to the Department of Social Work of Denver University as the nucleus of a memorial collection. The collection of some 112 volumes and numerous valuable pamphlets and reports touching many aspects of child welfare, fills a very present need at this comparatively new school of social work in a pioneer area. The child welfare provisions of the social security act in operation in all the states in the Rocky Mountain region, as well as in some to the east and south of Colorado have created a demand for more and more courses in the children's field. The usefulness of the collection will extend, moreover, beyond the confines of the university. Requests from county workers who are receiving in-service training or who, in groups or singly, desire to equip themselves better to meet the

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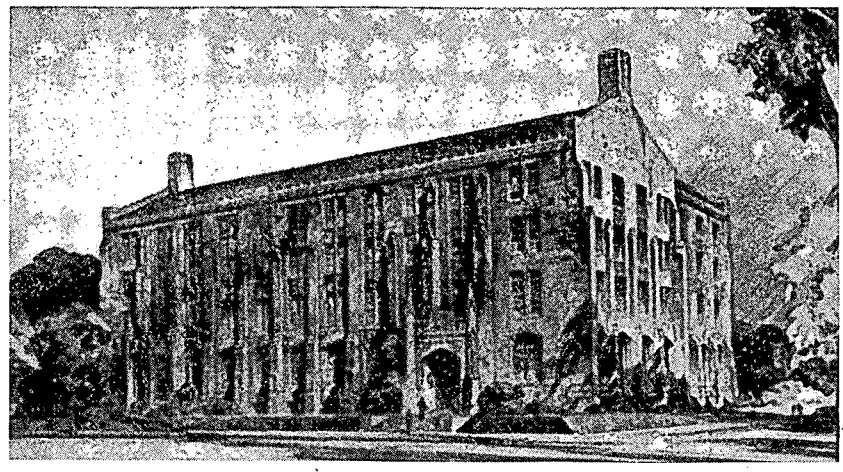
problems which they have begun to recognize, can now be met by loans from this collection.

Although much of Miss Taylor's professional career was in the East, her interest was national in scope and her friends feel that in presenting her books to a western school they are carrying on the spirit which led her to share herself so generously with her students and fellow workers. The library is to be known as The Ethel C. Taylor Memorial Collection. Each volume will be marked with an attractive bookplate devised by Mary Boretz and Janet Geister, the two friends who are acting with Miss Taylor's family in making this gift. A mimeographed list of the books in the collection may be obtained by any friends of Miss Taylor who may desire to add to the collection from Miss Boretz, 329 East 62 Street, New York, or Miss Geister, 7825 St. Charles Avenue, New Orleans, or from Denver University.

The Social Workers Committee to Aid Spanish Democracy has assumed responsibility for the support of a children's colony in Spain which cares for thirty homeless children. It will be named in memory of the late Ethel C. Taylor who, at the time of her death, was vitally interested in the committee's activities. Contributions may be sent to the committee's new address, 381 Fourth Avenue, New York.



Well on the way to occupancy is this building on the campus of the University of Chicago which will house fifteen organizations with closely related functions in the field of public administration, brought together under the leadership of the Public Administration Clearing House, Louis Brownlow, director. The building [see *The Survey,* May 1937, page 161] is being erected and equipped and will be maintained by means of a grant of $1,153,000 by the Spelman Fund of New York.

On another campus, that of Ohio State University, the new building of the School of Social Administration, Charles C. Stillman, director, recently was dedicated. Included in the program was a meeting in tribute to the WPA men who erected the building.

At Harvard University plans have been approved for a four-story building for the Graduate School of Public Administration, established with a gift of two million dollars by Lucius N. Littauer of New York. A recent additional gift of $250,000 by Mr. Littauer has made it possible to enlarge plans of the building to give space for instruction, a library, accommodations for visiting consultants and for the graduate departments of economics, government and sociology.

Not the Same—The erstwhile St. Louis Bureau for Homeless Men has become the St. Louis Bureau for Men. In commenting on the change, the bureau house organ explained that "dropping the word 'homeless' emphasizes the growth of the bureau from an all-round relief bureau . . . dealing primarily with transients and casual laborers, to a private case working agency. . . . The word 'homeless' in our name has long been a handicap, especially in our contacts with older boys and we believe its elimination will greatly facilitate our enlarged program."

Church Pensions—The Church Pensions Conference, representing the various evangelical denominations, during the last fiscal year gave annual benefits to 38,137 individuals, according to a report to the last annual meeting. Total benefits of $11,203,474 were distributed, which represents an increase of more than $500,000 over the preceding fiscal year. Regular pensions accounted for $9,307,750 and relief benefits to 9482 persons, for $1,767,072.

Coming Events—Not a White House Conference but somewhat akin to one is the Conference on Better Care for Mothers and Babies called for January 17-18 in Washington by the U.S. Children's Bureau. The conference, in which some forty national organizations are cooperating, will face the hard facts of the hazards of maternity and early infancy in this country, discuss the measures for reducing these hazards that have been effective in certain places and for selected groups, and consider means of extending the benefits of knowledge and experience to all mothers and babies in the country.

An institute for tuberculosis workers will be conducted in New York January 31-February 12 by the National Tuberculosis Association, in cooperation with New York University and the New York Tuberculosis and Health Association. Full information from Philip P. Jacobs, 50 West 50 Street, New York.

On February 5, Vanderbilt University, Nashville, Tenn. will inaugurate its new chancellor, Oliver C. Carmichael. A symposium on higher education in the South, arranged in honor of the occasion, will draw leading educators from all over the United States.

The probation plan and scope committee of the New York court of general sessions has announced its 1938 institutes on probation, now under way and continuing through April. Full information from Irving Halpern, director of institutes, 37 Franklin Street, New York.

"Building a stronger generation" is the theme for the twenty-eighth anniversary of the Boy Scouts of America, February 6-12. More than 7,500,000 former scouts will join the more than a million present members in a nation-wide celebration. The membership has decided to observe the anniversary with a campaign against accidents, and for general safety habits.

The fifteenth annual meeting of the American Orthopsychiatric Association will be held February 24-26 in Chicago. Information from Dr. N. C. LaMar, 210 East 68 Street, New York.

The 1938 meeting of the National Conference of Catholic Charities and the Society of St. Vincent de Paul will be held October 9-12 in Richmond, Va. The Rt. Rev. Thomas J. O'Dwyer, director of the Catholic Welfare Bureau of Los Angeles, is president.

People and Things

IDA TARBELL, vigorous survivor of the famous "muckraker" journalist-reformers of several decades ago, celebrated her recent eightieth birthday by figuratively and of course politely thumbing her nose, in a *New York Times* interview, at present-day excitements and issues. She denied that today is America's most exciting period. The days of real political liveliness, she said, go back to "the other Roosevelt. . . . In those days each side thought the nation was doomed unless it could elect its candidate. . . .

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As far as the program of social laws is concerned, these are things that we have been building up to for the past fifty years."

Elections—The Utah Conference of Social Work has chosen as its officers for the coming year: president, Ada Griswold, Ogden; vice-presidents, Howard L. Gee and Hazel Peterson, Salt Lake City and H. H. Ramsay, American Fork; secretary-treasurer, Ruth Lohmoelder, Salt Lake City. . . . The New Jersey Conference of Social Work elected as president, David Fales, Jr., Newark; vice-presidents, John J. McHugh, Jersey City and Mrs. William Barstow, West Orange; treasurer, Walter Kidde, Montclair.

The National Council for the Physically Handicapped has elected: president, Oliver A. Friedman, Milwaukee, Wis.; secretary-treasurer, Alvin E. Pope, New Jersey. . . . The new president of the National Safety Council is D. D. Fennell of Chicago. . . . At its last election the National Municipal League chose as president, Clarence A. Dykstra of the University of Wisconsin; vice-president, Marguerite M. Wells of the National League of Women Voters. . . . Bleecker Marquette, secretary of the Cincinnati Metropolitan Housing Authority, has been elected president of the National Association of Housing Officials.

Comings and Goings—A. R. Clas, one-time director of the housing division and later an assistant administrator of the federal Public Works Administration, has resigned to return to private business. . . . Geoffrey May, whose "formerlies" include the Russell Sage Foundation and the Richmond, Va. Family Service Society, has been appointed associate director of the bureau of public assistance of the Social Security Board. . . . Margaret Verdon, who has been superintendent of the board of commissioners of public welfare of Waterbury, Conn., on January 1 became unemployment compensation commissioner for the state. . . . Glenn A. Bowers, executive director of the division of placement and unemployment insurance of the New York State Labor Department, has resigned. Until next July, when he will "return to private activity," Mr. Bowers plans to devote himself to "solution of certain major problems involved in the future administration of the unemployment insurance law. . . .Byron D. Paddon, who has been principal of the vocational school and assistant superintendent of the Berkshire Industrial Farm, Canaan, N. Y., now is superintendent succeeding the late Harry H. Graham. . . . A new staff member with the New York Children's Aid Society is Alice Hyman, formerly with the city Emergency Relief Bureau. Miss Hyman, a Negro, will work in the foster home department on a project aiming to help with the difficult problem of placement in the community of Negro children from Warwick State School.

Alfred Rheinstein, New York building contractor, and Edward F. McGrady, former Assistant Secretary of Labor, at present associated with the Radio Corporation of America in charge of labor relations, have been appointed members of the New York City Housing Authority. In addition to filling the non-salaried post on the Housing Authority, Mr. Rheinstein has been designated by Mayor La Guardia as the city's first commissioner of housing and building. This position, created under the city's new charter, corresponds roughly to the former tenement house commissionership.

Rev. Elmer A. Barton, S.J., has been named dean of the School of Social Work of Loyola University, Chicago. . . . Elizabeth Coates, former supervisor of the Catholic Home Bureau of New York City, is now on the staff of the state Bureau of Child Welfare at Albany. . . . The American Foundation for the Blind has added to its staff as director of public information, F. Fraser Bond, formerly of the *New York Times*.

Moses W. Beckelman, who has been headworker of Bronx House, recently joined the staff of the Welfare Council as secretary of sections on group work and employment, succeeding Jean Kennedy, now superintendent of the Brooklyn and Staten Island districts of the state employment service.

The League of Catholic Women of Detroit, Mich., assisted by the community fund, has expanded its social service department, with Marion McVeigh from the Alabama WPA as new case supervisor.

Health World — Charles Kurtzhalz, for nine years executive secretary of the Delaware County, Pa. Tuberculosis Association, has succeeded the late Harvey Dee Brown as director of the Philadelphia Health Council and Tuberculosis Committee.

A new division of child psychiatry in the Indiana Health Department's Bureau of Maternal and Child Health will have Dr. Exie E. Welsch as its director. She will establish a program, dealing largely with preventive aspects of child psychiatry among children under the care and supervision of the department. . . . Sybil H. Pease, who was with New York's East Harlem Nursing and Health Demonstration, has joined the staff of the Pittsburgh Public Health Nursing Association as consultant in mental hygiene.

The American Red Cross Nursing Service has announced the appointment of Bertha Louise Allwardt, a public health nurse from Ohio, as field representative for New York State and of Cecilia Edna Welsh from Providence, R. I. as representative for Maine and New Hampshire. . . . Clara Quereau, formerly secretary of the New York State Board of Nurse Examiners, now is with the National League of Nursing Education headquarters staff as secretary of the committee on accrediting.

Emma MacChesney, R.N. has succeeded Margaret Arnstein, R.N. as consulting nurse in communicable diseases for the New York State Department of Health. Miss Arnstein has gone to the University of Minnesota medical school as director of public health nursing courses. . . . Hazel V. Dudley, from New York's Henry Street Visiting Nurse Service, has been appointed director of the Connecticut Bureau of Public Health Nursing. In a merit system examination, Miss Dudley stood first. . . . Lilly T. Harman, also from the Henry Street nurses, has been appointed supervising nurse of the eastern health district of Baltimore, Md.

Distinguished Service — John H. Finley, editor of the *New York Times*, has added to his many public services the directorship of the Hall of Fame, an American "pantheon" given by Helen Gould Shepard, in 1900, to New York University.

The quarter century of outstanding service of Albert B. Hines to New York's Madison Square Boys Club was recognized with a "semi-jubilee anniversary dinner."

In recognition of the Helen Keller Tribute Year, the American Foundation for the Blind has embarked on a campaign for $2 million. The observance will culminate on March 3, which, it is anticipated, will be proclaimed by President Roosevelt as Helen Keller Day, the anniversary of her first meeting with her teacher, the late Anne Sullivan Macy.

Ruth Muskrat Bronson, associate guidance and placement officer of the U. S. Office of Indian Affairs, has been named for the 1937 achievement award of the Indian Council Fire.

Under Way—The New York State Temporary Commission on the Condition of the Urban Colored Population is busily at work and will report its findings to the coming session of the state legislature. The working staff includes: executive director, Lester B. Granger, on leave of absence from the Worker's Bureau of the National Urban League; research director, Dean S. Yarbrough, formerly with the Warren, Ohio, Urban League and the New York Emergency Relief Bureau; director of legal research and counsel, Lewis Mayers, from the College of the City of New York.

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Readers Write

Polliwogs and Others

To the Editor: Thanks to Neva Deardorff for her ardent plea to banish that word "feel" when other words are more accurate. [See *The Survey,* October 1937, page 330.] Encouraged by her expression of what I long and feelingly have thought, I want to beg for a crusade against "react." When people ask, "What is your reaction?" I am tempted to snort, "reacting is what litmus paper and polliwogs do in the laboratory. Please flatter me by assuming that occasionally I think. Don't you know that reactors make the fodder for reactionaries?" Some day I am going to react with the whole armory of behaviors permitted to a pacifist. To prevent such an outburst, please, dear *Survey,* drop everything and start the crusade.

Henry Neumann

Brooklyn Society for Ethical Culture

Stillwater's Record

To the Editor: I hope the article, Horse Collars and Prisons, by James V. Bennett [see *The Survey,* September 1937, page 277] got a wide reading. It explains clearly the extent and danger of idleness among prisoners. I do not believe this condition is necessary in our prison system and, as evidence, I cite the record of the Minnesota State Prison at Stillwater, one of the best plants of its kind in the country. Since 1891 the prison has manufactured and sold binder twine to a value, at the end of 1935, close to $70 million. Annual sales amount now to about $2,800,000. Since 1908 more than three hundred thousand pieces of farm machinery and millions of repair parts have been manufactured within the prison and sold. Prisoners at this institution receive about $125,000 annually in wages. The industries have accumulated a revolving fund of some $3,500,000 and show a yearly profit of $40,000. Stillwater is a self-supporting prison and its prisoners are not idle.

Hibbing, Minn. Fred N. Maki

Democracy in Social Work

To the Editor: The future of private social work will depend largely upon how genuinely democracy has permeated it. All the people of the community, including those who share in the benefits of the service, must become partners in the enterprise. Community chest and council leaders are right in declaring that all citizens are involved in the objectives of their undertaking and that all, rich and poor alike, should labor together for its success.

They, however, too commonly have made the mistake of putting the financing of the program first instead of last. For a community's social work to be genuinely democratic requires evolution; and the first stage is not financing, but discussion and planning. In this first stage the rank and file of people should be so stimulated in their interest in social problems as to be moved to attempts at social action. Then, having clarified their ideals of how things ought to be improved, and having learned how difficult it is to improve them and how necessary are time, experience and money, these laymen should be invited to join in a great cooperative enterprise to finance the work of efficient agencies whose services, they should now realize, are extremely important.

To this end the appearance all over the horizon of neighborhood and coordinating councils is welcome. To be sure the immediate purpose of these organizations is to promote some particular project or to attack some special danger. That is as it should be. You cannot get a popular organization going on generalities. But along with particular accomplishments an even larger value emerges, especially when council members represent constituencies and not merely themselves. These neighbors have learned that they have a neighborhood and that they are mutually responsible for its interests. This is fundamental preparation for participation in democratic social service. Social work democracy may be born inside such social planning. From our point of view the best thing about coordinating councils is that they are bringing laymen further and further into the vitals of social work, are advancing the day when all social work will be democratic.

Encourage laymen's organizations for social planning, but start them at the right end of the process. Then when financial needs arise a constituency is ready to meet them. This has been demonstrated by practical experience. In a chest city where a laymen's neighborhood council had been planning for better social conditions, that neighborhood gave the heartiest and most intelligent response to the call for campaign workers as well as the most satisfying financial returns.

Albert H. Stoneman

Pigeon Cove, Mass.

Prisoner's Progress

To the Editor: Not long ago several prisoners, confined in one of Wisconsin's prisons in which the Extension Division of the University of Wisconsin had been operating its voluntary and individualized educational system, decided to make a break. They needed another man and picked out "Shorty," a life termer. Much to their surprise, his answer to their proposal was a heart-to-heart talk in which Shorty argued that violence was no way to get out of prison and stay out. He told the plotters that he had learned more in the prison than he had ever learned outside. The same opportunity was theirs if only they would use it. He persuaded them that education was the way to prepare one's self for living outside.

Shorty is a long time University Extension correspondence study student. He was practically illiterate when he was admitted to prison, but he has steadily developed in writing ability. The money that Shorty was paid for a published article he gave to Dr. J. L. Gillin's inmate scholarship fund to help others get an education. Shorty spends his idle hours in reading and study and uses the knowledge gained to teach others. He is a living example of the fact that education pays, and he is proud of it. So are his friends, the men who planned the break and dropped it because Shorty told them it wouldn't pay—and proved it to their satisfaction.

University of Wisconsin Lelia Bascom

On Being Civilized

To the Editor: One reason I like your publication is that you do not let certain iniquitous cases, such as that of the Scottsboro boys, die down and be forgotten. Through a number of years, even before I became a subscriber, I have followed your attitude along certain lines and feel encouraged on behalf of humanity in general that you are so consistently in favor of a reasonable and fair interpretation of social maladjustments. Eventually we will be civilized.

Marie M. Chelgrene

Los Angeles, Calif.

The Other Side

To the Editor: I write in regard to transiency, not "Mobility in Trouble" [see *The Survey,* October 1937, page 307] but the trouble in mobility.

We have a small tourist court [camp]. Transients are here today and gone tomorrow. This seems to breed an attitude of irresponsibility.

Will describe in detail some of the actions: broken windows, screen torn from window, lock broken (this because one member of the party had come in before the one carrying the key), mattresses ruined from urination, mattress covers carried away. One party left the seat of their Packard by the stove, this caught fire and burned furniture and inside of the cottage. The next day they were gone and I still have the burnt cottage.

This irresponsibility seems to be increasing with time.

This is looking out from within. Elizabeth Wickenden looked from without. The two views are quite different.

Phoenix, Ariz. Turney Roberts

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Book Reviews

Hindsight and Foresight

STUDIES IN THE SOCIAL ASPECTS OF THE DEPRESSION, RESEARCH MEMORANDA:

ON CRIME IN THE DEPRESSION, by Thorsten Sellin.

ON EDUCATION IN THE DEPRESSION, by The Educational Policies Commission.

ON THE FAMILY IN THE DEPRESSION, by Samuel A. Stouffer and Paul F. Lazarsfeld, with the assistance of A. J. Jaffee.

ON INTERNAL MIGRATION IN THE DEPRESSION, by Warren S. Thompson.

ON MINORITY PEOPLES IN THE DEPRESSION, by Donald Young.

ON RECREATION IN THE DEPRESSION, by Jesse F. Steiner.

ON RELIGION IN THE DEPRESSION, by Samuel C. Kincheloe.

ON RURAL LIFE IN THE DEPRESSION, by Dwight Sanderson.

ON SOCIAL ASPECTS OF CONSUMPTION IN THE DEPRESSION, by Roland S. Vaile with the assistance of Helen G. Canoyer.

ON SOCIAL ASPECTS OF HEALTH IN THE DEPRESSION, by Selwyn D. Collins and Clark Tibbitts with the assistance of Arch B. Clark and Eleanor L. Ritchie.

ON SOCIAL ASPECTS OF READING IN THE DEPRESSION, by Douglas Waples.

ON SOCIAL ASPECTS OF RELIEF POLICIES IN THE DEPRESSION, by R. Clyde White and Mary K. White.

ON SOCIAL WORK IN THE DEPRESSION, by F. Stuart Chapin and Stuart A. Queen.

Published by the Social Science Research Council. 2127 pp. Price $10 per set; $1 per volume postpaid of *Survey Midmonthly*.

THERE are many reasons why this assignment must constitute a heavy burden to the conscientious reviewer. The fact that the thirteen volumes in the series contain over two thousand pages of material (or, measured by the ruler, six inches in thickness) is only one of these. The reviewer's interest in practically all the fields covered by the studies, without commensurate competence or information, makes it difficult to do justice within the amount of time reasonably to be given to a book review. Moreover, by design of the sponsors, each contributor to the series had considerable leeway in the definition of his task and there is, therefore, great diversity in procedure, organization of content, and naturally, in quality of performance. There is a further difficulty which arises from the very nature of the undertaking.

These contributions are, in a sense, outlines or prospectuses for pieces of research that might or should have been undertaken in the various fields of inquiry during the depression. In some fields retroactive study may be possible and even, to a limited extent, probable; in other fields the time referred to as "the depression" is a five or six-year period constituting part of the irretrievable past. Research not only is not probable but practically impossible. Being aware of this fact some of the authors would seem to have used the enterprise as an occasion for presenting a general orientation in the subject matter with some actual compilation of materials relating to the depression and emphasis on need for research independent of any particular time.

There is an additional reservation well phrased by Warren S. Thompson in his Memorandum on Internal Migration in the Depression: "There is always danger that the researcher will overvalue facts as such, or that he will forget the purpose for which the facts are being gathered. . . ." "At no point," says Professor Thompson of his own monograph, "is any effort made to outline definite research projects. There are two chief reasons for this: (a) the incompetence of the author to do so in most fields, and (b) the belief that much less information that is useful can be secured by means of outlines which are not prepared with a definite situation in mind, than from those which are developed with the express purpose of getting information on concrete points."

At the risk of continuing the monotony of this category of difficulties it must be added further that the basic concept underlying the series of studies may itself have been only partly true. In one sense there *has* been a depression with a beginning, middle and end and with sufficient individuality to be referred to, perhaps, as *The Depression*. In other ways, however, the period which inaugurated this depression may represent a more far-reaching shift in the quality of economic, political and social life in this country and in the interlocking western civilization. For this country, at any rate, such depression products as the public relief problem and the social security act as well as the NIRA, national labor relations act, and others are examples of a very fundamental change in government, applied political science, and so on.

Much, therefore, that might apply to the depression in the sense in which these studies were related to it might apply very well to a continuing era which dates its beginning back to 1929. As Professor Dwight Sanderson puts it in the concluding remarks of his contribution:

"Although we cannot yet discern fundamental changes in rural life brought about by the depression, it is clear that the depression has precipitated certain problems of adjustment whose solution will require the best research of social scientists. The general recognition of these problems and the determination to deal more effectively with them may be the most important contribution of the depression to future changes in rural life.

"The revelation of the serious plight of the poorer agricultural classes, the tenants and croppers of the South, the migratory agricultural laborers and the farm families on large areas of marginal land, has forced the nation to consider how their condition may be permanently improved. The studies of the types of cases given relief have also shown the considerable number of rural families or individuals who are more or less permanently dependent and for whose care there has been wholly inadequate provision in the past. There have been various studies of these classes in the past, but mostly in terms of their function in the economic system of agriculture. When we are forced to consider how they may be made independent and self-supporting as an alternative to maintaining them indefinitely on public relief, we become aware that, under existing conditions, there is little possibility for most of them to improve their situation and that our boast of America's being the land of opportunity has little meaning for them. It is evident that much more thorough study is required of the factors which are responsible for rural poverty and which prevent its victims from the advancement that might seem possible."

THE SAME POINT OF VIEW IS EXPRESSED by Professor Young. He says, "It must also be recognized that the depression created no new minority problems or programs for social action. Every depression modification in the circumstances of minority living, whether unplanned or the consequence of purposeful action, could be described either as a change in degree rather than one of kind, or as a predepression latent possibility which has been afforded an opportunity for development by the economic crisis. This denial to the depression of an originally creative role, however, is not to be construed as a refusal to recognize fundamental shifts in emphasis and even reversals of trends in minority life when these are really consequences of the depression." It would appear that some of the authors in the series have been aware of this and in-

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stead of indulging in nostalgic retrospect over what might have been studied in the depression focus their attention on what ought to be studied in general and what has already been contributed in their respective fields.

Noteworthy within this group is Donald Young's Memorandum on Minority Peoples, Collins' and Tibbitts' Memorandum on Health and perhaps some others which the reviewer has had no occasion to peruse with equal care. In some instances it would seem as if neither what happened in the depression nor the present facts are nearly so important as a critical consideration of ideas that have gained importance as a result of the depression. In the Memorandum on Social Aspects of Relief Policies, for example, among the questions isolated for attention are such as the following: "What degree of destitution is required for granting relief; what are the effects of relief policies upon health or upon minority groups?" These are questions of infinitely greater importance for outlining social policies for the future than for evaluating occurrences of the past.

SOME OF THE STUDIES EVOKE A FEELING of sorrow for lost opportunities because of this very possibility, now perhaps irretrievably lost, of obtaining factual evidence during the depression for the establishment of future policies. It would seem too bad that we were not able to do on a larger scale what the Welfare Council of New York did in providing for an intensive and scholarly observation of what was done to meet the emergency during the critical years of the depression in New York City. This study, organized betimes, and pursued throughout the duration of the depression by Lilian Brandt, should, when published, provide the type of information that no doubt many of the authors would have liked to arrange for their respective fields. It would be unfair, however, to regard the value of these monographs as determined only or chiefly by what they contribute to depression facts, whether actual or by way of hoped-for projects. For many of the fields these condensed studies will serve as summaries of the high points of the several divisions of social science and of research in their areas as of 1937 and after.

The reader, at this point, will undoubtedly expect a summary by the reviewer of these summaries in the thirteen separate fields covered by the enterprise. Both the reader and the list of specialists responsible for the monographs would, however, be unfairly treated by such an effort. The books, or most of them, deserve separate reviews and certainly more time than a hurried evaluation of their many pages would produce.

There is, of course, a fundamental difference between two groups of subjects dealt with in these monographs: the one in which the sociological point of view predominates as in the case of the family, migration, reading, and so on; and the other in which the effect of the depression on organized social instrumentalities is gauged, as for example, in the case of social work, relief and health agencies. Despite a certain overlapping these two orientations are obvious. The immediate preoccupations or vocational interest of the reader will determine which point of view or set of monographs is more directly in his field of interest. To the professional social worker there is a more immediate interest in those effects of the depression that have a direct bearing upon the social and health services of the community especially as these may arise from the conditions of economic distress that became so universal and remained so widespread since the depression. His primary interest may, therefore, be in those volumes relating to social work, relief and recreation.

It is somewhat disappointing that these three phases have been treated as separate enterprises in three different monographs. Recreation has constituted a very large area of social work and to many it would seem as if the separation were a prejudgment of the scope of social work. Equally serious, it would seem to some, is the separation of relief from the rest of the social work field. Relief is the very heart of social work, agencies providing it are the backbone of social work institutions, and the lower economic group composes the vast body of all social work clients. The separate treatments of these fields may themselves constitute an unacceptable perspective for the treatment of the entire field. Somewhat the same is true of the inclusion among social work activities of group work agencies conceived in a somewhat narrow sense rather than as leisure time activities inclusive of much that is discussed separately in the monographs on recreation.

The reviewer lays aside these thirteen volumes with a feeling that he wants to get back to them at the very first opportunity for the timely information that they contain in suggestive and condensed form on some of the most important concepts and data on dynamic social forces of our day.

PHILIP KLEIN

New York School of Social Work

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Habits of Human Association

MEMORANDUM ON RESEARCH IN COMPETITION AND COOPERATION, by Gordon Allport, Gardner Murphy and Mark May. 389 pp.

COMPETITION AND COOPERATION, by Mark May and Leonard W. Doob. 191 pp.

Published by the Social Science Research Council. Price $1 per volume postpaid of *Survey Midmonthly*.

THESE two volumes constitute a report by the council's sub-committee on competitive-cooperative habits and

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others. They are of singular interest today especially in view of the intense conflicts now occurring in Spain and the Far East not to mention those threatened elsewhere. I have tried these terms on my friends and students and I find that they almost uniformly associate "competition" with business rivalry and "cooperation" with the peculiar form of business enterprise developed so successfully in the Scandinavian countries. Messrs. May, Allport and Murphy and their associates give these terms the broadest possible interpretation. In the second report, which is a synthetic summary of the information assembled by their research associates in the Memorandum, they relate competition and cooperation to the wider field of personality and culture, present a tentative orienting theory of the competitive-cooperative equilibrium, indicate the manner in which existing information is relevant to the problem, and suggest fields for further inquiry.

THE REPORT IS, THEN, A PROJECT IN MAKING the social sciences more truly scientific. To the thousands of editors, preachers, teachers and writers in this country who have tried to teach men to live together amicably, efficiently and intelligently this report offers little hope. There remains such a vast amount of information to be assembled, such a bewildering array of techniques to be mastered before we can even begin to devise instruments for the more proper ordering of human association. Meanwhile, nations war on each other without declaring their intentions, men and women are snubbed, thwarted, threatened, starved, killed. And we do not even know how to avert these human calamities when we discern the precursors to them long in advance of their incidence, or whether it would be possible to restrain conflict—or desirable.

I do not think that the average person realizes how poorly prepared the social sciences are to cope with the problem of competition-cooperation. The natural or physical sciences are sciences because the fields of action and competence are fairly well marked off and because the tools which the practitioners employ for measuring, evaluating and utilizing the facts which fall within each one's province, are satisfactorily standardized. But what, for example, is the field of political science? How can an economist speak with any assurance regarding a proposal to establish a distributive society in a given community when his data are resistant to measurement and his prejudices inextricably intertwined with his convictions?

To answer these two questions the political scientist confines himself as much as possible to those matters which are associated with the structure and functions of the organized instruments of society for maintaining order and supplying services; the economist, in the situation alluded to above, merely draws on the imperfectly comprehended experiences of other communities and applies them as well as he can to the conditions which confront him. The more complex life becomes, the more difficult it is to effect approximations. Hence the need for the redefinition of areas of study and interest.

The council, after some deliberation, concluded that the area of Personality and Culture embraced the disciplines of anthropology, social psychology, sociology, psychiatry, political science and even a number of the biological sciences—in sum, sixteen recognized disciplines. In the mimeographed report of the associates studying competition-cooperation, representatives of all these disciplines joined hands to summarize and interpret the research literature in the field, to indicate research problems and to prepare a selected bibliography. Here is a veritable mine of information, expertly classified and annotated. One subsidiary report deals with the cooperative and competitive habits of children; another concerns primitive behavior; a third analyzes the Russian system.

Students of economic cooperation will find the literature in this field exhaustively explored. Those who are concerned with institutions will find this volume a handy reference library. The only institution which I missed is one in which I am particularly interested, namely, the political club. I do not see how we can plan effectively for non-partisan local administration until we know what effect membership in political clubs has on the political morality of urban citizens. But this is a minor point. The sub-committee of the council was faced with a gigantic task. It has taken a long stride forward. As a citizen of the United States in these parlous times, I am impatiently awaiting the next step. As a political scientist, I am resigned to the inevitable lag between human behavior, and human understanding and control of that behavior.

New York University R. V. PEEL

Unavoidable and Essential

ECONOMIC BACKGROUNDS OF THE RELIEF PROBLEM, by J. P. Watson. University of Pittsburgh Press. 144 pp. Price $2 postpaid of *Survey Midmonthly*.

THIS competent analysis of employment, unemployment, and relief in Allegheny County, Pa., is based on the federal 1930 census, the special Emergency Relief Administration unemployment census of 1934, reports of the Pittsburgh Social Study and other statistics. Allegheny County, highly industrialized, is fairly typical of the entire American scene.

The statistical report is preceded by an incisive analysis of what the author calls the "commercial workings of the economic system." Even when the system works well it is characterized by irregular employment, low wages, absence of opportunities to work rather than by unwillingness to work. But in addition about 10 percent of the population does not have access to the commercial economic system. There has developed, therefore, a supplementary economic system for the "non-commercial distribution of purchasing power," that is, relief.

The book includes an adequate treatment of the incidence of unemployment on industrial, racial, age and sex groupings, a discussion of seasonal and long time irregularities in the Pittsburgh area, a summary of family composition, average wage and cost of living. His basic conclusions and brief seem to be valid for the national scene.

In view of the fact that "current American effort appears to be in the direction of saving as much of capitalism as can be saved," the author has concluded in regard to social policy toward relief, first, that relief cannot be avoided. Second, federal participation and state participation in relief is essential. Third, in spite of increasing federal participation, local communities still must share the responsibility, of both administration and financing. Fourth, the social security act provides for only limited benefits and excludes many groups, but the problem of supplementing the old age, welfare and state unemployment compensation benefits remains. Finally, while there is a place for private charities and social agencies, the basic relief program must be a public program accomplished through the public instrumentality of government.

WILLIAM HABER

University of Michigan

Sales Resistance Builder

40,000,000 GUINEA PIG CHILDREN, by Rachel Lynn Palmer and Isadore M. Alpher, M.D. Vanguard. 249 pp. Price $2 postpaid of *Survey Midmonthly*.

IT is just as bad, if not worse, to be a guinea pig child as an adult guinea pig, according to these authors who feel that parents should be forewarned, especially those whose intelligence is above guinea pig level. Hence this book of facts, showing the disparities between many kinds of advertising and the reports of scientific tests and research on the selfsame products. The products discussed pertain primarily to needs of babies and young children—foods, milk products, cereals, bread, sweets, medicines—colds, exercise, movies and "this vitamin business." Advertising is shown to wield a potent influence on the "child salesman," through radio, in comics, at school, an influence often complicated by the child's simultaneous desires to be cowboy, G-man and several other things. The net result is that he often is an indirect but

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major asset to inaccurate and harmful advertising.

Though one product cited here recently has mended its ways, the book adds many cogent arguments to those already evident for a new food and drugs bill. It should do much to arouse public opinion in this direction. A readable, practical manual, full of common sense and first aid information, it offers warnings of what not to do and cites examples of danger points at which to "call the doctor."

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New York MILDRED SAWYER

Run of the Shelves

THEY DARED TO LIVE, by Robert M. Bartlett. Association Press. 135 pp. Price $1.25 postpaid of *Survey Midmonthly*.

A COLLECTION of interestingly written biographical sketches of present-day "giants" who have lived dangerously and made their marks in the world in the face of obstacles.

BEHAVIORISM AT TWENTY-FIVE, by A. A. Roback. Sci-Art Publishers. 256 pp. Price $1.75 postpaid of *The Survey*.

A THOROUGH mauling of behaviorism, its higher and lower priests and some whom the author so classes for debatable reasons. Includes a "who's who" and bibliography which appear to omit no psychologist who ever opened mouth or took pen in hand on this provocative subject.

MODERN WAYS WITH BABIES, by Elizabeth B. Hurlock. Lippincott. 347 pp. Price $2.50 postpaid from *Survey Midmonthly*.

IN simple, comprehensible style the author, a staff member of Columbia University's psychology department, presents practical information about the first three years of life. While obviously based on a background of scientific information, the book presents no obstacles to easy reading by the average parent and everyday use of the information.

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NO PASARAN!, by Upton Sinclair. 25 cents from the author, Station A, Pasadena, Calif.

AT THE MOSCOW TRIAL, by D. N. Pritt, K.C., M.P. 5 cents from the International Publishers, 381 Fourth Avenue, New York.

THE ECONOMICS OF ISOLATION. 50 cents from the American Academy of Political and Social Science, Philadelphia, Pa.

TERROR IN CUBA, by Arthur Pincus, with preface by John Dos Passos. 5 cents from the Workers Defense League, 112 East 19 Street, New York.

THE FASCIST INTERNATIONAL, by Harry F. Ward. 2 cents from American League Against War and Fascism, 268 Fourth Avenue, New York.

WORLD PEACE AND CHRISTIAN MISSIONS, by Harold E. Fey. Price 35 cents from the Friendship Press, 150 Fifth Avenue, New York.

COLONIES, TRADE AND PROSPERITY, prepared by Maxwell S. Stewart. Price 10 cents from Public Affairs Committee, 8 West 40 Street, New York.

PACIFIC POLITICS, by Joseph Ralston Hayden. 25 cents from the University of Minnesota Press, Minneapolis.

Labor

INDUSTRIAL UNIONISM IN THE AMERICAN LABOR MOVEMENT, by Theresa Wolfson, Ph.D. and Abraham Weiss, 15 cents from the League for Industrial Democracy, 112 East 19 Street, New York.

LABOR AGITATOR, THE STORY OF ALBERT R. PARSONS, by Alan Calmer. Price 35 cents from International Publishers, 381 Fourth Avenue, New York.

THE OFFICE WORKER—LABOR'S SIDE OF THE LEDGER, by Orlie Pell. 10 cents from the League for Industrial Democracy, 112 East 19 Street, New York.

OCCUPATIONAL OPPORTUNITIES FOR NEGROES, by Lester B. Granger and T. Arnold Hill, 15 cents from the National Urban League, 1133 Broadway, New York.

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STEEL AND MEN, by Harold O. Hatcher.

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SOCIAL ACTION IN BOMBAY, by Arthur E. Holt. 10 cents each from *Social Action*, 289 Fourth Avenue, New York.

THE VIGILANTES—HIDE BEHIND THE FLAG, by Isobel Soule. Price 5 cents from National Committee for Defense of Political Prisoners, 156 Fifth Avenue, New York.

DOCTORS, DOLLARS AND DISEASE, prepared by William Trufant Foster, 10 cents from Public Affairs Committee, National Press Bldg., Washington, D. C.

Social Services

STATE INSTITUTIONS: HOW TO USE THEM WISELY. New York State Committee on Mental Hygiene. Price 10 cents from the committee, 105 East 22 Street, New York.

MEDICAL RELIEF IN THREE WISCONSIN COUNTIES. June 1937. Wisconsin Public Welfare Department, Madison, Wis.

FEDERAL RELIEF—WHAT NEXT? From the National Economy League, 280 Madison Avenue, New York.

SUCCESS DESPITE HANDICAP, by Alfred Weiner, M.D. New York League for the Hard of Hearing. 30 pp. From the league, 480 Lexington Avenue, New York.

THE OHIO-MISSISSIPPI VALLEY FLOOD DISASTER OF 1937. Preliminary Report of Relief Operations. American Red Cross, Washington, D. C.

State of the Nation

RICH LAND, POOR LAND, A summary by Marian Tyler of Stuart Chase's book, Rich Land, Poor Land. Price 15 cents from the League for Industrial Democracy, 112 East 19 Street, New York.

WHAT IS REGIONALISM?, by Harry E. Moore. 15 cents from the University of North Carolina Press.

ECONOMIC FRAGMENTS, by James Bann. Order direct of author, R. R. 9, Box 120, Cincinnati, Ohio.

READJUSTMENTS REQUIRED FOR RECOVERY, prepared by Maxwell S. Stewart. 10 cents from the Public Affairs Committee, National Press Bldg., Washington, D. C.

INFLATION, INEVITABLE OR AVOIDABLE?, by Arthur W. Marget. 25 cents from the University of Minnesota Press, Minneapolis.

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